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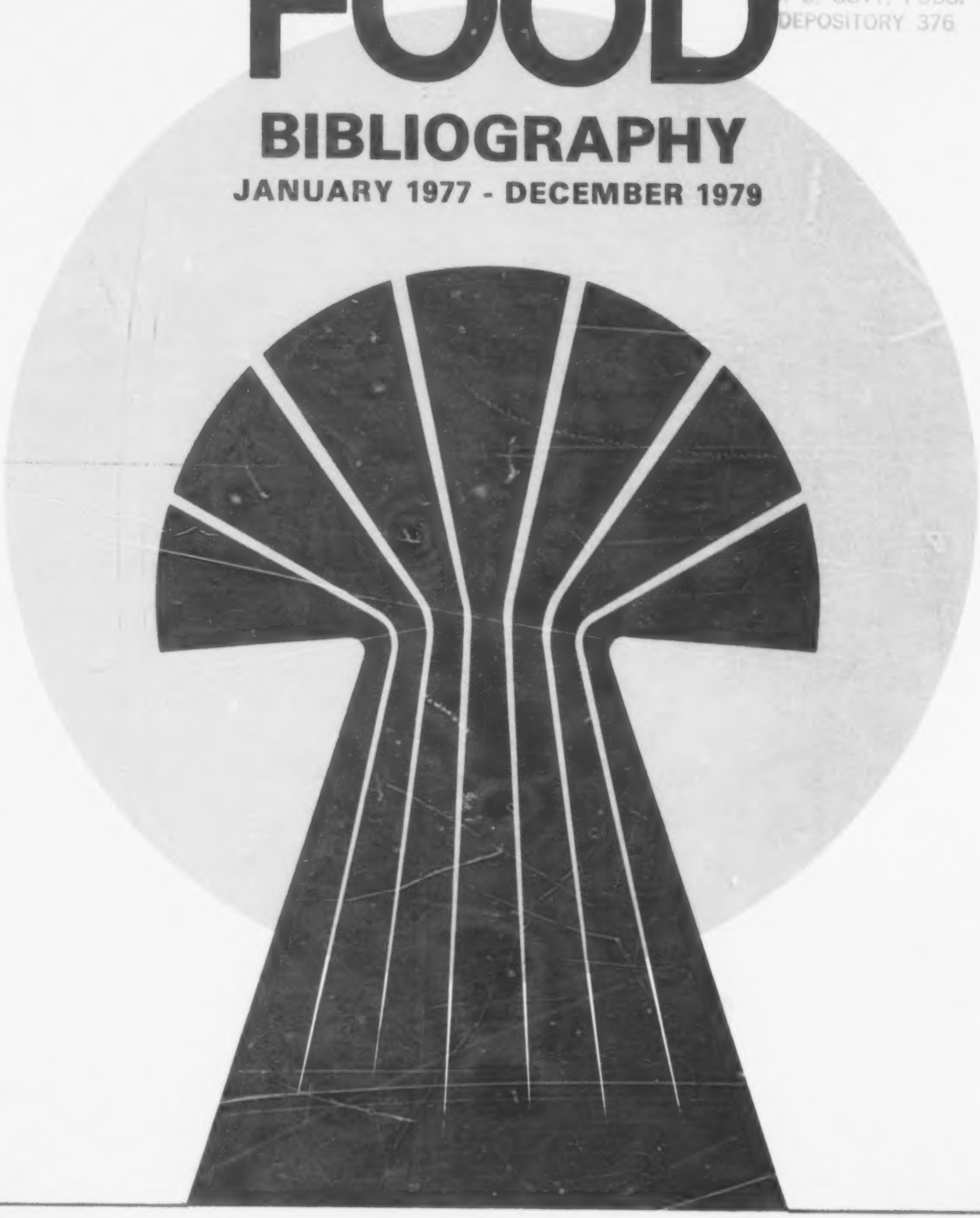
BIBLIOGRAPHY

JANUARY 1977 - DECEMBER 1979



References to Reports and Other Documents
Issued by the U.S. General Accounting Office

CED-80-97

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BIBLIOGRAPHY

References to Reports and Other Documents
Issued by the U.S. General Accounting Office
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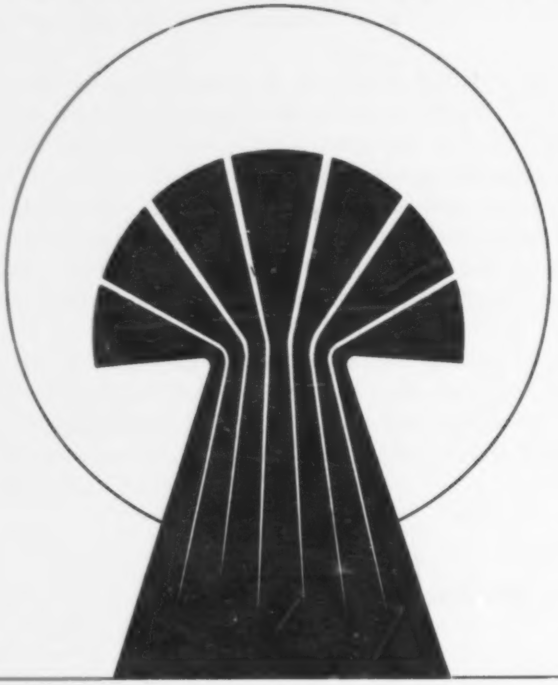

U.S.GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

June 1980

CED-80-97

U.S. GENERAL ACCOUNTING OFFICE

ELMER B. STAATS, COMPTROLLER GENERAL
CLERIO P. PIN, ASSISTANT COMPTROLLER GENERAL

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FOREWORD

The events of the past several years have brought to the forefront the importance of food, agriculture, and nutrition issues in public policy decisionmaking. Public concern for nutrition standards and quality food assurance, sharp increases in food prices, concern over the changing farm structure, the potential for food to have a major impact on world problems, and the trend shown by the U.S. agriculture economy to become more and more interactive with domestic and global systems represent some of the more important concerns facing the Nation.

This bibliography includes information on documents directly or indirectly related to food, agriculture and/or nutrition that in the past were released by the U.S. General Accounting Office (GAO). Although the Community and Economic Development Division is GAO's lead division for reviews of food programs and policy, a broad interrelationship exists between the food area and other issue areas addressed by GAO such as health, transportation, energy, defense, and international affairs. This bibliography, therefore, includes information on documents issued by other divisions and offices that have linkages to food, agriculture, and nutrition issues.

We hope that this bibliography will be useful for general information and research purposes, and for an understanding of issues in the food area that are being addressed by GAO. Questions regarding its content should be directed to William E. Gahr, Senior Group Director, CED Division, Room 6826, GAO Building, 441 G Street NW., Washington, DC 20548, (202) 275-5525.

Henry Eschwege
Director
Community and Economic
Development Division

INTRODUCTION

This Food Bibliography contains citations and abstracts of food-related documents released by the U.S. General Accounting Office (GAO) from January 1977 through December 1979. Included are references to audit reports, staff studies, speeches, testimonies, Comptroller General Decisions, and other GAO documents. This bibliography can be used for a variety of purposes, including in-depth research into a specific topic, searching for a particular document, maintaining current awareness, and general browsing.

HOW TO USE THE BIBLIOGRAPHY

The bibliography is organized into two sections: a CITATION SECTION (white pages) and an INDEX SECTION (yellow pages).

The CITATION SECTION consists of brief descriptions of the documents and often includes an informative abstract. Some or all of the following information is contained in each citation, as appropriate:

- **Title/Subtitle**
- **Type, date, and pagination of the document**
- **Author/Witness**
- **GAO Issue Areas**
- **Agencies/Organizations concerned**
- **Congressional Committees/Agencies/Members to whom the document is specifically relevant**
- **Law and/or related statutory/regulatory authorities on which the document is based**
- **GAO Contact**

The INDEX SECTION is the key for locating references to food-related documents cited in this bibliography. The section is comprised of three separate indexes that classify information according to:

Subject

Agency/Organization
(Includes both Federal agencies and nongovernmental corporate bodies)

Congressional Affiliation
(Includes entries under relevant Congressional committees, agencies, and individuals to whom documents are addressed)

Reference from the index entries to the corresponding citations is provided by a unique six digit accession number assigned to each citation. The accession number should also be used to request copies of the actual document described in the citation section.

A sample entry is shown opposite page one of the Citation Section and at the beginning of each index.

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SAMPLE CITATION

Accession Number

109102

Title/Subtitle
(Invented Titles are Bracketed)

Document Date

Type of Document

Document/Report Number

Pagination

Addressee

Author

Problems in Preventing the Marketing of Raw Meat and Poultry Containing Potentially Harmful Residues. HRD-79-10; B-164031(2). April 17, 1979. 56 pp. plus 6 appendices (31 pp.) *Report* to Congress; by Elmer B. Staats, Comptroller General.

GAO Issue Area
(Code Numbers in Parentheses)

Issue Area: Consumer and Worker Protection: Identification of Hazardous Consumer Products (0909).

GAO Contact

Contact: Human Resources Division.

Budget Function
(Code Numbers in Parentheses)

Budget Function: Health: Prevention and Control of Health Problems (0553).

Agency/Organization
Concerned

Organization Concerned: Food and Drug Administration; Environmental Protection Agency; Department of Health, Education, and Welfare.

Congressional Relevance

Congressional Relevance: Congress.

Legislative Authority

Authority: Federal Food, Drug, and Cosmetic Act. Federal Meat Inspection Act. Poultry Products Inspection Act. Federal Insecticide, Fungicide, and Rodenticide Act.

Abstract

Abstract: **Federal efforts to protect consumers from illegal and potentially harmful residues of animal drugs, pesticides, and environmental contaminants in raw meat and poultry have not been effective. It is estimated that 14 percent by dressed weight of the meat and poultry sampled** by the Department of Agriculture (USDA) between 1974 and 1976 contained illegal substances. Residues of many of these substances have been found in raw meat and poultry, often at levels exceeding established tolerances. The Food and Drug Administration (FDA), Environmental Protection Agency (EPA), and USDA share responsibility for making sure that only safe levels of drugs, pesticides, and environmental contaminants are present in raw meat and poultry.

Findings/Conclusions

Findings/Conclusions: Efforts by the three agencies to protect consumers from illegal and potentially harmful residues have not been effective. The extent to which the public is exposed to illegal residues has not been accurately estimated. Meat and poultry from violative animals are generally marketed before violation is discovered and cannot be recalled. Actions taken to prevent future shipments of residue contaminated meat and poultry have been inadequate.

Recommendation to Congress

Recommendation To Congress: Congress should amend: the Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize USDA to quarantine animals from a violative grower and require growers to place an identification tag on animals before they are marketed; the Federal Food, Drug, and Cosmetic Act to make misuse of an animal drug illegal and to authorize the use of civil penalties for residue violations; and the Federal Insecticide, Fungicide, and Rodenticide Act to better enable the EPA to identify the possible misuse of pesticides.

Recommendation to Agencies

Recommendation To Agencies: The Secretaries of Agriculture and Health, Education, and Welfare and the Administrator of EPA should improve their programs for preventing the marketing of raw meat and poultry containing illegal residues.

CITATION
SECTION

095081
Transportation Law Manual. January 1978. 142 pp.
by Paul G. Dembling, General Counsel, GAO Office of the General Counsel.

Contact: Office of the General Counsel.

100007
To Protect Tomorrow's Food Supply, Soil Conservation Needs Priority Attention. CED-77-30; B-114833. February 14, 1977. 59 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Land Use Planning and Control: Planning Future Land Use (2301).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302).
Organization Concerned: Department of Agriculture; Soil Conservation Service; Agricultural Stabilization and Conservation Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry; Congress.
Authority: 16 U.S.C. 590 et seq.
Abstract: There are three major Department of Agriculture programs to assist farmers in establishing enduring soil conservation practices to control erosion and preserve the topsoil necessary for crop production. The Conservation Operations Program provides technical assistance to help farmers develop conservation plans and apply conservation measures. The Agricultural Conservation Program channels Federal money to farmers and ranchers to share the costs of carrying out conservation practices on their land. The Great Plains program is a special Federal effort to help combat the unique climatic hazards in the Great Plains by technically and financially helping farmers and ranchers to change crop systems and land uses to conserve soil and water. ***Findings/Conclusions:*** Much of the money is not being spent on critically needed soil conservation practices having the best payoffs for reducing erosion. In addition, the programs tend to be oriented to individual farmers who seek advice or volunteer to participate in programs. ***Recommendation To Agencies:*** The Department of Agriculture should seek out and offer assistance to farmers who have the most severe erosion problems, and should give assistance priority to erosion control measures that provide critically needed, enduring soil conservation benefits.

100008
Information on a Department of Agriculture Claim Against the Commonwealth of Puerto Rico. CED-77-40; A-51604. February 24, 1977. 4 pp. plus appendices (23 pp.).
Report to Sen. James B. Allen; by Robert F. Keller, Acting Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Puerto Rico: Department of Social Services.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* James B. Allen.
Authority: Agricultural Act of 1949, as amended, sec 416 (7 U.S.C. 1431). (P.L. 91-671; 84 Stat. 2048). (P.L. 93-86; 87 Stat. 247). 7 U.S.C. 612c.
Abstract: A $2.5 million claim of the U.S. Government against the Department of Social Services of the Commonwealth of Puerto Rico concerned losses through spoilage or infestation of federally donated food during and after the phaseout of the needy family food donation program. ***Findings/Conclusions:*** The losses involved occurred during a period when: the amount of commodities donated reached a peak; purchase and shipment problems were encountered; adequate information about warehouse facilities was not available; local transportation was unreliable; and Commonwealth money and staff to operate the program were dwindling. Commonwealth officials knew that the Department of Agriculture had increased the commodity amounts previously requisitioned for the needy family program. A Department table showing quantities and values of commodity losses became a primary basis for the claim. The Department of Social Services held official destruction or other records on the actual disposition of about 14% of the commodity quantities listed in the claim. In 1976, the Commonwealth made a proposal disclaiming any responsibility for the $2.5 million claim, but offered to settle the entire claim with the replacement in kind of $198,000 of cheese. As of January 1977, claim settlement has been suspended pending completion of an investigation to account for final disposition of all commodities.

100009
Summary of GAO Reports Issued Since 1973 Pertaining to Farm Bill Legislation. CED-77-39; B-188064. March 3, 1977. 83 pp.
Report to Sen. John J. Sparkman, Chairman, Senate Committee on Foreign Relations; Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture and Forestry; Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; Rep. Clement J. Zablocki, Chairman, House Committee on International Relations; by Robert F. Keller, Acting Comptroller General.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: (350).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare; Department of State; Environmental Protection Agency.
Congressional Relevance: *House* Committee on Agriculture; *House* Committee on International Relations; *Senate* Committee on Agriculture and Forestry; *Senate* Committee on Foreign Relations; *Rep.* Thomas S. Foley; *Rep.* Clement J. Zablocki; *Sen.* John J. Sparkman; *Sen.* Herman E. Talmadge.
Authority: Agriculture and Consumer Protection Act of 1973; Farm Bill (P.L. 84-480). Sugar Act. Rural Development Act of 1972, title V.
Abstract: There were 22 GAO reports issued on farm and commodity topics since 1973, including export and import regulation of grains, sugar and dairy products; the Commodity Credit Corporation; commodity shortages, distribution, and forecasting; protection from pesticide hazards; agricultural research; beekeeping indemnity payment program; and meat marketing, inspection and bacteria control. The disaster assistance report was on alleviating agricultural producers' crop losses. Information concerning the reports of a possible wheat shortage and grain reserves as a policy tool were the topics on grain reserves. Food aid and foreign agricultural development reports dealt with economic and food assistance to developing countries, increasing world food supplies, world population control and food, international relief agency, U.S. participation in international organizations, U.S. agricultural attache overseas, and incentives and disincentives to agricultural production in foreign countries. Assessment of the National Grain Inspection System pointed out the weaknesses in the system. Rural development reports concerned the impact of Federal programs on rural development, the problems of small farmers, regulations of the Rural Development Act programs, Farmers Home Administration, and the impact of the 1977 Presidential budget. The food stamps reports dealt with identifying the various recipient groups of

food stamps, U.S. nutritional health, varying rates, and operation of the food stamps programs.

100010

Nationwide Food Consumption Survey; Need for Improvement and Expansion. CED-77-56; B-133192. March 25, 1977. 7 pp. plus appendices (39 pp.).

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Elmer B. Staats, Comptroller General.

Issue Area: Health Programs (1200).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Select Committee on Nutrition and Human Needs; *Sen.* George McGovern.
Abstract: The Nationwide Food Consumption Survey which the Department of Agriculture (USDA) began in April 1977, was reviewed in order to determine what types of analyses can be done with the data, what planning changes have occurred since survey conception in 1974, and whether it will yield accurate information on the diet of low-income families and of overall food consumption in the United States. The sample will be of 15,000 households, with 5,000 low-income households, almost half of whom participate in the food stamp program. ***Findings/Conclusions:*** The survey sample is too small to provide useful information in evaluating food assistance programs and in identifying nutritional problems of low-income families. Additional low-income families should be sampled to provide this information. The survey methodology has not been fully validated, and the results will be open to criticism. There are no assurances that the data obtained will actually measure the amount of food consumed. ***Recommendation To Agencies:*** USDA should fully validate the Nationwide Food Consumption Survey methodology either before or during the survey and develop objectives and analysis plans for the survey before the sample is drawn.

100012

The Impact of Federal Commodity Donations on the School Lunch Program. CED-77-32; B-178564. January 31, 1977. 43 pp. plus appendices (20 pp.).

Report to Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Producer Income Maintenance and Price Stabilization (1701); Food: Domestic Food Assistance Programs (1707).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Education and Labor; *Rep.* Carl D. Perkins.
Authority: National School Lunch Act of 1946 (42 U.S.C. 1751 et seq.). Agricultural Act of 1949 (7 U.S.C. 1431). 7 U.S.C. 612c.
Abstract: The Department of Agriculture's (USDA) purchasing and distributing of commodities for the school lunch program was reviewed in five States (California, Kansas, Missouri, Ohio, and Pennsylvania) and 15 school districts to: assess the responsiveness of the Federal commodity program to the needs of school districts; evaluate the advantages and disadvantages of school districts receiving cash in lieu of Federal commodities under the school lunch program; and assess the reasons for plate waste (food served to the student but not eaten) in the school lunch program and identify possible solutions to the problem. ***Findings/Conclusions:*** The USDA surplus removal and price support programs go a long way toward meeting the needs of school districts. However, improvements are needed to make the school lunch program more effective and responsive to school district needs. The USDA Food and Nutrition Service has not taken adequate steps to make sure that the commodity preferences reported by the States are based on and reflect school district needs. Sometimes certain "traditional" items continue to be provided without being accepted by the States, and Department commodity purchase policies sometimes result in commodity purchases not highly preferred by the States. Districts, consequently, were being offered goods that did not match their needs or desires. Relative commodity costs are higher for smaller school districts than for the larger ones. If most districts, as they want, receive cash in lieu of Federal commodities, small district food costs might increase. ***Recommendation To Agencies:*** The Secretary of Agriculture should: establish procedures so that school districts views are reflected in preference reports and considered in the purchase and distribution of Federal commodities; require States to pass on to the school districts all available commodity options; expand the means of finding out from the States and school districts what commodities are acceptable; improve the timing of Federal commodity deliveries; review costs and benefits of providing commodities in more acceptable form and quality; undertake greater promotion of nutrition education in school health programs to help reduce plate waste; do more to encourage State and local school authorities to improve lunch facilities and atmosphere; require States to give districts more advance notice of commodity deliveries; and include a nutrient standard as an option to the Type A lunch pattern to provide greater flexibility in using commodities.

100013

U.S. Food Exports: Supplying the World's Food Needs. March 16, 1977. 9 pp.

Staff Study International Studies Association, St. Louis, MO; by W. Mack Edmondson, Assistant Director, GAO International Division.

Issue Area: Food: Federal Involvement in U.S. Agricultural Commercial Export Sales (1714); Food: Federal Food Policy Decision-making Structure (1715).
Contact: International Division.
Budget Function: Agriculture (350).
Authority: International Development and Food Assistance Act (P.L. 94-161). B-114824 (1974). B-133160 (1975). B-176943 (1973). B-178753 (1974). Agricultural Act of 1977. Agriculture and Consumer Protection Act of 1973, as amended (P.L. 84-480).
Abstract: The House of Representatives' "Rights-to-Food-Resolution" provided reaffirmation of its commitments to feed America's own hungry citizens, and it stressed the importance of taking hunger and food distribution into account in the formulation of U.S. foreign policy. Congress has also expressed its concern for establishing a flexible agricultural policy, solving the problem of whether it should intervene in the Nation's food export market, and identifying the goals of a national food policy. In its efforts to assist Congress in assessing the directions that the national food policy should take, GAO has conducted studies in the area of U.S. exports of agricultural commodities. These studies resulted in the recommendations that the Government establish a reporting system with private exporters to learn of impending large sales to nonmarket economies, and develop a cohesive export policy giving consideration to domestic needs, commercial customers, and concessionary exports. Some degree of Government management of grain supplies and exports is needed. A broad American food policy is also needed in order to balance the interests of American farmers and consumers, cash-paying customers abroad, and the poor nations.

100014

[Claim Filed Under the Processor Wheat Marketing Certification Program]. B-184506. March 9, 1977. 9 pp.

Decision by: Robert F. Keller, Acting Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Agriculture; Nabisco, Inc.
Authority: Agricultural Adjustment Act of 1938, as amended (7 U.S.C. 1379d-j). Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 228). 7 C.F.R. 777.21. 7 C.F.R. 777.3.
Abstract: The company filed a claim for the cost of wheat marketing certificates, based on the quantity of cookies on hand or in trade channels prior to July 1, 1973, under regulations implementing the transition relief provision of the Agriculture and Consumer Protection Act of 1973. The Department of Agriculture does not consider such items "food products" as defined in the regulation. The claim is denied since the USDA interpretation is not unreasonable or inconsistent with the regulation or the purpose of the Act and has been applied consistently.

100023
[Observations on the Commerce Department's Overseas Trade Exhibitions Program]. March 22, 1977. 20 pp.
Testimony before the House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; by J. K. Fasick, Director, GAO International Division.

Contact: International Division.
Organization Concerned: Department of Commerce.
Congressional Relevance: *House* Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee.
Abstract: The Department of Commerce's overseas trade exhibitions program costs about $30 million; $20 million in direct costs for the overseas program, $3 million for the related domestic program to promote exports, and $7 million spent in the United States to support these programs. The activities conducted overseas include trade centers, trade fairs, trade missions, and special promotions. A previous review of Commerce's overseas trade exhibition program concluded that the program could be more effective as a tool to promote foreign trade. Commerce has responded to earlier recommendations by allocating greater portions of resources to trade centers and fairs in developing and Communist countries. The United States is the only country to use permanent trade centers as a major export promotion technique. Trade centers are often not the most effective use of available resources for promoting exports, particularly in developed countries. The Department should discontinue the use of estimated sales as the major justification and effectiveness measurement for the program and should develop additional performance measures for the program, such as the number of new product lines exhibited and the number of new export firms attracted to its promotional events. Increased emphasis should be placed on domestic stimulus programs to get more U.S. firms into exporting, and most available funds should be used to assist firms new to the field.

100090
[Survey of the Army's Actions To Modernize Its Food Service Program]. LCD-77-403; B-146700. January 24, 1977. 6 pp.
Report to Secretary, Department of Defense; by Robert G. Rothwell (for Fred J. Shafer, Director, GAO Logistics and Communications Division).

Issue Area: Facilities and Material Management (700); Military Preparedness Plans (800).
Contact: Logistics and Communications Division.
Budget Function: National Defense: Defense-Related Activities (054).
Organization Concerned: Department of the Army.
Congressional Relevance: *House* Committee on Armed Services; *Senate* Committee on Armed Services.
Abstract: The Army's attempts to modernize its food service program were surveyed, with emphasis on the central food preparation concept recommended for testing 12 years ago. The central food preparation concepts consists of two projects: a central food processing facility which centrally prepares food items for distribution to satellite dining facilities, and the establishment of a Director of Food Management in charge of all food-related activities. ***Findings/Conclusions:*** Two aspects of the central food preparation concept--central tableware wash and automated head count--have been tested and have failed, because the equipment used was inadequate, incompatible, or had been tested commercially. The main test of the central food processing facility is still being made. The Director of Food Management test has proven successful at one point, but the Army has been reluctant to test it elsewhere. The Army has spent almost $200 million to upgrade and modernize existing dining halls and to construct new facilities. It appears that $24 million of this was for the purchase and installation of new equipment. ***Recommendation To Congress:*** Thorough testing of the central food service concept should be expedited and completed, followed by decisions concerning the future direction of Army food service policy.

100168
National Energy Policy: An Agenda for Analysis. EMD-77-16; B-178205. January 27, 1977. 56 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Energy: Executive Branch Organization and Processes for Dealing With Energy Problems (1611).
Contact: Energy and Minerals Division.
Budget Function: Natural Resources, Environment, and Energy: Energy (305). Natural Resources, Environment, and Energy: Conservation and Land Management (302); Natural Resources, Environment, and Energy: Other Natural Resources (306).
Organization Concerned: Energy Research and Development Administration; Nuclear Regulatory Commission; Federal Power Commission; Federal Energy Administration; Department of the Interior.
Congressional Relevance: Congress.
Authority: Federal Energy Administration Act. Energy Supply and Environmental Coordination Act. Geothermal Energy Research, Development, and Demonstration Act. Solar Heating and Cooling Act. Solar Energy Research, Development, and Demonstration Act. Energy Reorganization Act. Nonnuclear Energy Research and Development Act of 1974.
Abstract: An assessment of national energy problems dealt with the urgency for new policies to avoid the heavy reliance on energy imports. The critical issues identified were the need for energy conservation, problems of nuclear fission, future reliance on fossil fuels, especially coal, and possibilities of alternate sources. Questions were posed about the role of the Federal Government in wise management of energy resources, including those on public lands. These issues were analyzed from the points of view of past and current performance and plans for future emphasis. ***Findings/Conclusions:*** There is need for conservation during the next 10 years, consolidation of Federal agencies dealing with energy, and wise management of energy resources on public lands balanced by environmental considerations. Energy efforts will require coordination of all branches of the Government, industry, and citizens.

100175
[Manner in Which the National Commission on Water Quality's Final Report Was Developed]. CED-77-33; B-156219. March 1, 1977. 6 pp.

Report to Rep. John D. Dingell, Chairman, House Committee on Interstate and Foreign Commerce: Energy and Power Subcommittee; by Robert F. Keller, Acting Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency; National Commission on Water Quality.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Energy and Power Subcommittee; *Rep.* John D. Dingell.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 33 U.S.C. 1251).
Abstract: The National Commission on Water Quality was required to report to the Congress on a study of all technological aspects and all economic, social, and environmental effects of achieving the Federal Water Pollution Control Act's 1983 water quality goals and effluent limitations. ***Findings/Conclusions:*** No inconsistency was found between Commission procedures for selecting contractors and the objectivity of Commission reports. Commission officials said that the selection procedures established were adequate and were followed in the selection of contractors. Examination of documentation for four contracts showed that the Commission followed established contractor selection procedures for three of the four contracts. The report review process was adequate and provided an opportunity on the ability of the Commission staff to assure that legitimate review comments were adequately considered by the contractor. The technical accuracy of comments submitted on specific contractor reports was not considered.

100183
Problems Affecting Usefulness of the National Water Assessment. CED-77-50; B-171596. March 23, 1977. 16 pp. plus appendices (1 p.).
Report to Secretary, Department of the Interior; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs: Use of Existing Water Supplies (2501).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Water Resources Council.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works.
Authority: Water Resources Planning Act of 1965 (P.L. 89-80; 42 U.S.C. 1962a-1). Water Resources Development Act of 1974 (P.L. 93-251).
Abstract: The Water Resources Council is conducting the 1975 National Water Assessment in cooperation with Federal, State and regional agencies. Scheduled for completion in December 1977, the project should cost $6.8 million. Problems have appeared raising doubts about the reliability and usefulness of the assessment. The agencies involved have been unable to resolve some discrepancies in the water data and some have questioned the assessment's usefulness. ***Findings/Conclusions:*** The assessment is designed to identify future national and regional water needs and compare Federal and State regional viewpoints on such problems. The large discrepancies discovered when federally prepared data were compared with regional data developed because the accumulation of water supply and use data involves many factors, such as data sources, methodology, assumptions, and judgments, which can cause significantly different results. ***Recommendation To Agencies:*** The Council should give full publicity and visibility to the objectives and intended uses of the 1975 assessment so that the final document is responsive, to the maximum extent possible, to the needs of the user agencies. The Council should reappraise the objectives of a periodic national assessment and the way it is carried out. It should also reappraise the methodology employed in developing national water data and improve Federal, State, and regional coordination in establishing a reliable data base.

100206
[Comments on H.R. 582, Fish and Wildlife Coordination Act Amendments of 1977]. B-118370. March 22, 1977. 3 pp.
Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: National Oceanic and Atmospheric Administration: National Marine Fisheries Service.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Rep.* John M. Murphy.
Authority: Fish and Wildlife Coordination Act (16 U.S.C. 661-66c). H.R. 582 (95th Cong.). H.R. 10651 (93rd Cong.). H.R. 14527 (93rd Cong.). B-118370 (1974).

100235
Problems and Progress in Regulating Ocean Dumping of Sewage Sludge and Industrial Wastes. CED-77-18; B-166506. January 21, 1977. 61 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Department of Transportation; Environmental Protection Agency.
Congressional Relevance: Congress.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 33 U.S.C. 1251 (Supp. II)). Marine Protection, Research, and Sanctuaries Act of 1972 (P.L. 92-532; 33 U.S.C. 1401 (Supp. II)).
Abstract: The problems and progress of the Environmental Protection Agency and the U.S. Coast Guard in regulating the ocean dumping of sewage sludge and industrial wastes were reviewed in order to identify those areas which need improvement and to inform the Congress of the progress being made in finding and implementing alternatives to ocean dumping. ***Findings/Conclusions:*** Some wastes containing harmful substances that exceeded safety levels were dumped in the ocean. The wastes were dumped too rapidly to be assimilated by the marine environment. Surveillance by the Coast Guard has been minimal. Progress has been made by the Environmental Protection Agency to phase out dumpers of industrial wastes, but the dumping of municipal wastes is expected to increase for some time in the future. Some of the proposed alternatives to ocean dumping may be more environmentally harmful when viewed in terms of the total environment. ***Recommendation To Agencies:*** The Environmental Protection Agency should take a lead role in locating sites that permit dumping at rates that would be safe to the marine environment and would be safe for navigation, and should consider what effect alternatives to ocean dumping would have on the total environment before phasing out ocean dumping. The U.S. Coast Guard should increase the level of ocean dumping surveillance, including the use

of ship riders to monitor night dumping, and should continue to develop new methods to more effectively monitor compliance with ocean dumping permits.

100238

[Efficiencies Available Through Improved Operations of National Weather Service Offices]. CED-77-41; B-133202. March 9, 1977. 10 pp.

Report to Secretary, Department of Commerce; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Science and Technology (2000).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (306).

Organization Concerned: National Weather Service; Federal Aviation Administration.

Congressional Relevance: *House* Committee on Science and Technology; *Senate* Committee on Commerce.

Abstract: A survey was conducted of the activities of the National Weather Service (NWS), with particular attention paid to local weather forecasts, routine weather briefings provided to general aviation pilots, and operation of weather observation stations. ***Findings/Conclusions:*** About 170 of the 209 Weather Service Offices issue local forecasts for their immediate areas which are adaptations of larger zone forecasts and cover the same time period. The need for local weather forecasts in certain areas is questionable. If local forecasts were discontinued except in the Western Region, about $2 million could be saved annually. Both the NWS and the Federal Aviation Administration (FAA) provide route weather briefings for general aviation pilots. As much as $3.3 million of NWS staff resources could be made available for other purposes if this duplication in services were removed. The NWS substation network needs improvement; a comprehensive evaluation is needed of the climatology and hydrology substation networks. ***Recommendation To Agencies:*** The Secretary of Commerce should: reevaluate the need for Weather Service Offices to routinely provide local forecasts to the Eastern, Central, and Southern Regions, and discontinue this practice where no clearly useful purpose is served by local forecasts; and determine which Western Region offices should discontinue local forecasts. In consultation with the FAA, the Secretary should reevaluate the need for maintaining duplicative weather briefing services for general aviation pilots, and reevaluate the justification for the number and location of existing substations.

100289

[Weaknesses in the Financial Controls of the National Flood Insurance Program]. CED-77-47; B-114860. March 21, 1977. 9 pp.

Report to Patricia Harris, Secretary, Department of Housing and Urban Development; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Automatic Data Processing (0100); Automatic Data Processing: Using Results of ADP Systems (0103); Accounting and Financial Reporting (2800).

Contact: Community and Economic Development Division.

Budget Function: Miscellaneous: Finanacial Management and Information Systems (1002).

Organization Concerned: National Flood Insurers Association.

Congressional Relevance: *House* Committee on Banking, Currency and Housing; *Senate* Committee on Banking, Housing and Urban Affairs.

Authority: National Flood Insurance Act of 1968 (42 U.S.C. 4011; 42 U.S.C. 4071). Flood Disaster Protection Act of 1973. Government Corporation Control Act.

Abstract: There are numerous weaknesses in the ability of the National Flood Insurers Association (NFIA) to generate accurate financial data on its operations relating to the National Flood Insurance Program. ***Findings/Conclusions:*** These weaknesses could adversely affect the Government's ability to determine reasonable amounts payable to NFIA under the program; determine flood insurance premium rates; prepare financial statements of the program's condition and results of its operations; and make management decisions. Both accuracy of financial data and timeliness of such data are seriously lacking in the National Flood Insurance Program. ***Recommendation To Agencies:*** Every effort should be made to assure that adequate financial control over the flood insurance program is established as quickly as possible. The Secretary of Housing and Urban Development should: 1) direct the Federal Insurance Administration (FIA) to review financial control problems with NFIA with the objective of establishing a plan that will result in the receipt from NFIA of reliable financial and statistical data necessary to manage the program; 2) direct the Inspector General to review the plan developed to make sure such data will meet FIA's needs; and 3) give consideration to a partial or full assumption by the Government of necessary functions as permitted under Part B of the National Flood Insurance Act of 1968, if adequate financial control cannot be established through arrangements with NFIA.

100521

Food and Drug Administration's Regulation of Food Additives. January 13, 1977. 18 pp.

Testimony before the Senate Select Committee on Small Business; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: National Institutes of Health: National Cancer Institute; Food and Drug Administration; National Academy of Sciences; G. D. Searle and Co.; Canada: Health Protection Branch.

Congressional Relevance: *Senate* Committee on Labor and Public Welfare: Health Subcommittee; *Senate* Committee on the Judiciary: Administrative Practice and Procedure Subcommittee; *Senate* Select Committee on Small Business; *Sen.* Gaylord Nelson.

Authority: Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301; 21 U.S.C. 348). 21 C.F.R. 121.1(k).

Abstract: Reviews of color and food additives, Red No. 2, saccharin and aspartame, included (1) the history of the Food and Drug Administration's (FDA) regulation, (2) the current status of testing, and (3) whether the regulatory actions taken complied with the appropriate act. Red No. 2, the name of dye generically known as amaranth which meets FDA composition and purity specifications, has been under suspicion for 15 years as being possibly carcinogenic or toxic to the reproductive system. Under existing law, action should have been taken 1.5 years after being placed on the provisional list, but extensions were granted. Red No. 2 was finally banned in January 1976. FDA limited saccharin use, because of initial studies indicating possible adverse effects. No final proof has been obtained. Aspartame, an artificial sweetener, never was put on the market because of outside objections to it and discovery of a possible carcinogen in its makeup, but it did cause its manufacturer's testing procedures to be questioned and found faulty. The initial regulation for marketing aspartame has been stayed, but final resolution has not been made. Continued use of saccharin under the interim food additive regulation should be justified, and, if justified, should be used at the conventional level of 100 to 1, rather than the present 30 to 1, with the level of toluenesulfonamide decreased. All agencies responsible for protecting the public from carcinogens should cooperate to develop a uniform policy for identifying and regulating carcinogenic chemicals and for allowing public exposure to carcinogens. FDA should be required to have all approved and proposed food additives tested for carcinogenity.

100523

The Summer Food Service Program for Children. March 23, 1977. 18 pp.

Testimony before the House Committee on Education and Labor: Elementary, Secondary and Vocational Education Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Food and Nutrition Service.
Congressional Relevance: *House* Committee on Education and Labor: Elementary, Secondary and Vocational Education Subcommittee.
Abstract: The problems which occurred in the 1976 Summer Food Service Program for Children were similar to those noted in prior years by the Department of Agriculture's auditors and in the GAO February 1975 report on the program. Typical reported abuses included food waste, consumption of meals by adults, offsite consumption of meals by children, indications of kickbacks and bribes to sponsors from vendors supplying meals to the program, improper bidding procedures which resulted in contracts awarded at the maximum allowable rates, overpayments to sponsors based on improper claims for reimbursement, and maintenance of incomplete and inaccurate data on the number of meals delivered and the number of children fed. Generally, all of the serious program abuses involved private sponsors. About 75% of the sponsors operating the 1976 Summer Food Service Program were private organizations. Legislative changes that could help eliminate or minimize the extent of program abuses and improve operations in future years should be considered. These include: changes in the law with regard to sponsor eligibility, establishing program eligibility, meal services, reimbursable State administrative expenses, reimbursable sponsor administrative costs, advance payments to sponsors, publication of program regulations, and limitation on program sponsorship to public agencies, schools, and residential camps for needy children.

100541

Federal Policies for Regulating Carcinogenic Compounds. 1977. 9 pp.

by Elmer B. Staats, Comptroller General.
In the GAO Review, Winter 1977, vol. 11, issue 1, pp. 1-9.

Contact: Office of the Comptroller General.
Organization Concerned: National Institutes of Health: National Cancer Institute; National Institutes of Health: National Institute of Environmental Health Science; Center for Disease Control: National Institute for Occupational Safety and Health; Environmental Protection Agency; Occupational Safety and Health Administration; Food and Drug Administration; Consumer Product Safety Commission.
Authority: Toxic Substances Control Act. National Cancer Act of 1971, sec. 407. Delaney Clause of the Food, Drug, and Cosmetic Act. Federal Environmental Pesticide Control Act of 1972. Public Health Cigarette Smoking Act of 1970. Little Cigar Act of 1973. Cigarette Labeling and Advertising Act of 1965.

100564

Mississippi's Matching Contributions to the National School Lunch Program. B-176994. March 7, 1977. 6 pp.

Decision re: by Robert F. Keller, Acting Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Agriculture.
Authority: National School Lunch Act (42 U.S.C. 1751 et seq.). (P.L. 94-105; 89 Stat. 516). 7 C.F.R. 210.6(a). S. Rept. 94-239. S. Rept. 94-259.
Abstract: Richard L. Feltner, the Assistant Secretary of Agriculture, requested concurrence in the proposal to waive the State of Mississippi's 1975 obligations to the National School Lunch Program. Since Congress has enacted legislation which would prevent a recurrence of the State's failure to meet the Federal matching requirement, and since a contrary result would withhold other entitled funds from the State, no objection was made to the waiver.

100575

Nicaragua: An Assessment of Earthquake Relief and Reconstruction Assistance. ID-77-25; B-169521(.02). March 17, 1977. ***Released*** April 18, 1977. 49 pp. plus appendices (10 pp.).

Report to Sen. Hubert H. Humphrey, Chairman, Senate Committee on Foreign Relations: Foreign Assistance Subcommittee; Sen. Clifford P. Case, Ranking Minority Member; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (603); Domestic Housing and Community Development (2100).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); International Affairs: International Financial Programs (155).
Organization Concerned: Department of State; Department of the Treasury; Agency for International Development.
Congressional Relevance: *Senate* Committee on Foreign Relations: Foreign Assistance Subcommittee; *Sen.* Hubert H. Humphrey; *Sen.* Clifford P. Case.
Abstract: The assistance provided to Nicaragua following the earthquake in December 1972 could have been more effective had all projects been completed on time and had the Nicaraguan Government provided adequate maintenance of projects after they were completed. ***Findings/Conclusions:*** The assistance greatly helped in taking care of immediate needs and restoring public services and facilities. Many of the Las Americas housing units, constructed in May 1973 still lack indoor bathroom facilities, however, and the reconstruction of some public facilities is 2 years behind schedule. ***Recommendation To Agencies:*** The Administrator of the Agency for International Development should stress to the Nicaraguan Government the need to complete the housing and reconstruction programs in the shortest possible time and, in considering future levels of assistance to the Nicaraguan Government, take into account the manner in which facilities previously financed by the Agency are maintained. The Secretary of the Treasury should inform U.S. representatives to international organizations that they should carefully consider the maintenance performance of the Nicaraguan Government in voting on future assistance programs. The Secretaries of State and the Treasury and the Administrator of the Agency for International Development should seek to formalize coordination so that complete and current information on the progress of planned and ongoing projects is available to the Agency and the other donors.

100582

U.S. Participation in International Organizations. March 16, 1977. 9 pp.

Speech before the International Studies Association, St. Louis, MO; by Eugene C. Wohlhorn, Assistant Director, GAO International Division.

Contact: International Division.
Organization Concerned: United Nations; Department of State: Bureau of International Organization Affairs.

Abstract: Overall, the United States provides more funds to international organizations than any other country. GAO provides information to Congress on the activities of these organizations and U.S. participation in them. The Department of State needs to strengthen its Bureau of International Organization Affairs by acquiring adequate staff and providing for greater continuity of tenure. The executive branch needs to establish definitive policy objectives and priorities in support of U.S. participation in international organizations. There is a need for independent evaluations in the United Nations System so that representatives of the member governments are assured that their governments' funds are being used in an efficient, economical, and effective manner as intended. The United States is not considered to be adequately participating in terms of employment in the U.N. This could be improved if U.S. recruiting efforts were strengthened and better funded. GAO has been or will be working on the following reports: a review of U.S. participation in the International Labor Organization, Food and Agriculture Organization, and the World Health Organization; a study of the World Food Program; and a report on the employment of Americans in the U.N.

100649

The Food and Drug Administration's Financial Disclosure System for Special Government Employees: Progress and Problems. FPCD-76-99; B-103987. January 24, 1977. 32 pp. plus appendices (20 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation: Employee Conflicts of Interest (0301).
Contact: Federal Personnel and Compensation Division.
Budget Function: General Government: Central Personnel Management (805).
Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Labor and Public Welfare; Congress.
Authority: 5 U.S.C. 2105(a). 18 U.S.C. 201-18. 45 C.F.R. 73.735. Executive Order 11222.
Abstract: A review was conducted of the Food and Drug Administration's (FDA) financial disclosure system for special Government employees (SGEs), which is designed to protect against conflicts of interest. Files of 906 SGEs were reviewed to determine whether all confidential statements of employment and financial interests were filed and reviewed in a timely manner and properly filed and adequately reviewed. The evaluation of the financial disclosure system also concerned FDA: (1) policy for making conflict-of-interest determinations; (2) procedures to prevent SGEs serving on committees from participating in restricted activities; and (3) system to publicly disclose potentially controversial cases. ***Findings/Conclusions:*** Some statements were not filed or were untimely filed. FDA officials did not always have required information for making conflict-of-interest determinations and determinations were not always documented. Generally, restrictions placed on the activities of consultants were not applied to the activities of non-product-oreinted advisory committee members. In many cases, potential conflict-of-interest situations were not publicly disclosed, and there were inconsistencies in the nature and format of information disclosed in memoranda. ***Recommendation To Agencies:*** The financial disclosure system should be improved by: (1) clearly stating policy and developing procedures for SGEs working in non-product-oriented capacities representing special interests; (2) improving the form used to collect financial disclosure information and the procedures for reviewing the statements; and (3) developing procedures specifying what information should be contained in public disclosure memoranda. The policy guidance should be submitted to the Office of the Secretary of the Department of Health, Education, and Welfare and to the Civil Service Commission for approval.

100652

Financial Disclosure System for Department of Agriculture Employees Needs Strengthening. FPCD-77-17; B-103987, B-180228. January 31, 1977. 17 pp. plus appendices.

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation: Employee Conflicts of Interest (0301).
Contact: Federal Personnel and Compensation Division.
Budget Function: Agriculture (350).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Agriculture and Forestry; Congress.
Authority: Agriculture Adjustment Act (7 U.S.C. 610(g); 18 U.S.C. 1903). 18 U.S.C. 208. 5 U.S.C. 53. 5 U.S.C. 3105. 7 U.S.C. 87. 5 U.S.C. 3105. Executive Order 11222. 7 C.F.R. 0.735-14.
Abstract: The financial disclosure system for employees of the Department of Agriculture was reviewed to determine whether: the system is effective for revealing conflict of interest situations, all required disclosure statements were promptly and properly filed, and the financial disclosure statements were adequately reviewed and analyzed. ***Findings/Conclusions:*** The Department of Agriculture's financial disclosure system was found to be weak in the areas of: criteria for identifying positions whose incumbents should file financial disclosure statements; procedures for collecting statements; and criteria for reviewing statements. More employees should be filing statements. Most agency review officials did not adequately follow up to promptly collect statements from nonfiling employees. Review of employees' financial interests was inconsistent. ***Recommendation To Agencies:*** The Department should: develop more specific criteria to include employees whose jobs affect the agriculture industry, identify employees affected by statutory and regulatory prohibitions, develop procedures to insure prompt collection of statements, and develop a system for coordinating and monitoring the activities of review officials.

101525

[Small Business Set-Aside Procurement]. B-188141. February 11, 1977. 2 pp.

Decision re: Najol, Inc.; Small Business Administration; by Paul G. Dembling, General Counsel.

Contact: Office of the General Counsel: Procurement Law I.
Organization Concerned: Agricultural Stabilization and Conservation Service.
Authority: B-185755 (1976).
Abstract: The Associate Administrator for Procurement Assistance, Small Business Administration, joined by Najol, Inc., protested an award under an Agricultural Stabilization and Conservation Service (Department of Agriculture) invitation for the sale of crude peanut oil. The Administrator maintained that the sale should be set aside for small business. A decision as to whether the sale should be set aside for small business is within the authority of the selling agency (Agriculture), not GAO.

101744

[Testing Various Alternative Identification Requirements for Food Stamp Recipients]. CED-77-53, CED-77-54; A-51604. April 1, 1977. 6 pp.

Report to Rep. Thomas S. Foley, Chairman, House Committee on Agriculture; Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security and Social Services: Program Monitoring and Administration (1303); Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* Thomas S. Foley; *Sen.* Herman E. Talmadge.
Authority: Food Stamp Act, as amended (7 U.S.C. 2011 et seq.). H.R. 13613 (94th Cong.). S. 3136 (94th Cong.).
Abstract: A 1976 GAO report recommended the use of photo identification cards for food stamp recipients. ***Findings/Conclusions:*** The Department of Agriculture (USDA) believes that such identification requirements if mandatory in only certain localities for test purposes would subject such tests to legal challenges because the Food Stamp Act requires uniform national eligibility requirements. If the USDA is to conduct meaningful tests of new identification procedures in one or two localities prior to possible implementation on a nationwide basis, Congress will have to enact clear demonstration project authority specifically covering such tests. The USDA has asked the 95th Congress for authority for testing photo identification cards and countersignature procedures. A chronology lists various actions Congress and the Administration took from October 1975 to March 1977 related to increased identification requirements and different means of improving program administration.

101761
Proposed Demonstration Project Requiring Certain Food Stamp Recipients to Have Photo-Identification Cards and Countersign Food Stamps on Presentation at Retail Food Stores. A-51604. February 17, 1977. 7 pp.
Memorandum to Geraldine M. Rubar, Senior Attorney, Office of the General Counsel; by Kenneth M. Mead, Attorney Adviser, GAO Office of the General Counsel.
Request from Ron Cogswell, CEDD Audit Staff.

Contact: Office of the General Counsel: Special Studies and Analysis.
Organization Concerned: Department of Agriculture.
Authority: Food Stamp Act (P.L. 88-525; 78 Stat. 704; 7 U.S.C. 2014(b)). Glover v. McMurray, 487 F.2d 403 (2d Cir. 1973). H. Rept. 94-1460. H.R. 13613 (94th Cong.). H.R. 81 (95th Cong.). Stewart v. Butz, 356 F. Supp. 1345 (D. Ky. 1973). Wilson v. Wilson, 416 F. Supp. 984 (D. Ore. 1976). 41 Fed. Reg. 23. 41 Fed. Reg. 720. 7 U.S.C. 2013(c).

101810
[Applicability of the Cargo Preference Law of 1954 to Shipments Financed by Export Import Bank]. B-95832. January 26, 1977. 1 p.
Memorandum to Stephen L. Releti, Assistant Director, General Government Division; by Geraldine M. Rubar, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Organization Concerned: Export-Import Bank of the United States.
Authority: Cargo Preference Law of 1954 (46 U.S.C. 1241(b)(1). 42 Op. Atty. Gen. 14.

101815
Interpretation of Section 210 of the Merchant Marine Act of 1936. B-124032-O.M.. April 6, 1977. 2 pp.
Memorandum to Jimmy J. Bevis, Assistant Regional Manager, Field Operations Division: Regional Office (Washington); by L. Mitchell Dick, Assistant General Counsel.

Contact: Office of the General Counsel: Transportation Law.
Authority: Merchant Marine Act of 1936, as amended, sec. 210 (84 Stat. 1037; 46 U.S.C. 1120; 46 U.S.C. 1119(b); 46 U.S.C. 1101). H. Rept. 93-1073. S. Rept. 91-1010. Merchant Marine Act of 1970 (84 Stat. 1018; 46 U.S.C. 1118; 46 U.S.C. 1122B; 46 U.S.C. 1160(f); 46 U.S.C. 1241(b)(2); P.L. 91-469).

101882
New Approach Needed To Control Production of Major Crops if Surpluses Again Occur. CED-77-57; B-114824. April 25, 1977. 21 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Producer Income Maintenance and Price Stabilization (1701).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (0351).
Organization Concerned: Department of Agriculture; Commodity Credit Corp.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry; Congress.
Authority: Agriculture and Consumer Protection Act of 1973 (87 Stat. 221). Agricultural Act of 1970 (84 Stat. 1358).
Abstract: The effects of the Commodity Credit Corporation (CCC) programs to prevent the accumulation of excess agricultural commodities are the focus of this report. ***Findings/Conclusions:*** During the 1971-1973 crop years, the CCC paid farmers $7.6 billion to set aside cropland. When all-out agricultural production was called for, the amount of planted cropland fell short by about 21 million acres of the amount paid for. Most of this difference was in land normally set aside by farmers in their cropland rotation pattern (summer fallow). Smaller portions of the 21 million acres represented cropland retained for grazing or converted to nonagricultural uses. Payments for summer fallow occurred primarily in the wheat programs. About $800 million of the total wheat set-aside payments did not result in a reduction of planted acreage. Surpluses of major crops could occur again, and future programs should avoid these excess payments. ***Recommendation To Agencies:*** The Secretary of Agriculture should develop a legislative and administrative proposal designed to control crop production with appropriate recognition of the summer-fallow factor.

101883
Issues Surrounding the Management of Agricultural Exports. ID-76-87; B-176943. May 2, 1977. 2 vols. (vol. 1, 127 pp.; vol. 2, 115 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Federal Involvement in U.S. Agricultural Commercial Export Sales (1714).
Contact: International Division.
Budget Function: Agriculture (350).
Organization Concerned: Department of Agriculture; Council of Economic Advisers; Union of Soviet Socialist Republics.
Congressional Relevance: Congress.
Authority: Agricultural Act of 1970, as amended. Agriculture and Consumer Protection Act of 1973, sec. 812 (7 U.S.C. 612c-3 (Supp. IV)). B-114824 (1974). B-133160 (1975). B-146770 (1975). B-159652 (1974). B-178753 (1974).
Abstract: Interviews, questionnaires, and literature reviews were utilized in an attempt to describe and evaluate: (1) the circumstances surrounding the 1974 and 1975 grain purchases by the

Soviet Union; (2) Agriculture's management of its export reporting system; (3) Agriculture's forecasting of foreign supply and demand; and (4) executive branch agricultural export policy and related issues. ***Findings/Conclusions:*** Fundamental improvements are needed in the Nation's food export machinery. The Department of Agriculture's export reporting system needs to provide accurate and timely data on exports; a necessary input if the effects on domestic supply and price are to be minimized. Current elements of export policy need to be more complete and cohesive, and they need to provide the flexibility necessary to meet both domestic and international objectives as well as changing food supply and demand situations. Export policy implementation needs more coordination, cohesion, and better timing. ***Recommendation To Congress:*** The Congress should enact legislation providing for an improved export reporting system that will function as an effective early-warning system. Congress should also establish a food export policy that protects the interests of both producers and consumers, while simultaneously providing an effective policy mechanism for surplus and shortage market conditions. That policy should also clarify the Government's position on grain sales to nonmarket economies, including the desirability of such mechanisms as long-term agreements and government-to-government negotiations. The question of a national grain reserve, the role of multinational grain exporters in U.S. marketing, and the role that could be played in grain exporting by U.S. grain cooperatives should also be considered by the Congress.

101884

Food and Agriculture Issues for Planning. CED-77-61. April 22, 1977. 40 pp. plus appendices (11 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (350); Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry.
Authority: Fair Packaging and Labeling Act of 1966. Food, Drug and Cosmetic Act of 1938. P.L. 83-480.
Abstract: Food and agricultural issues facing the Congress and the Nation are identified, and each of these issues are tied into a series of "food system goals" which could represent a principal element of a national food policy. Important issues related to the goal of assuring safe, nutritious food for all segments of the population are: evaluating the effectiveness of Federal efforts to establish and promote nutritional standards; evaluating the effectiveness of grain inspection and commodity grading programs; and evaluating the effectiveness of federally-assisted domestic feeding programs for school children and the poor. Issues important to the goal of assuring that the economic strength of the food system is maintained include assessments of the effects of Government programs on the future cost and availability of resources to sustain high levels of food production; and the costs and benefits of Federal and State regulations that affect the efficiency of food marketing. The following issues are important to the goal of fulfilling the Nation's commitment to help meet world food demand through humanitarian measures and commercial export: evaluation of Federal programs designed to reduce malnutrition in developing countries, and evaluation of the effectiveness of Federal efforts to maintain strong agricultural export sales. Issues related to developing and coordinating national and international food policies are: analysis of the Federal food policy decisionmaking structure, and evaluation of options for implementing a system of domestic food reserves.

101885

[Allegations Concerning Westlands Water District, California]. B-169126. April 14, 1977. 12 pp.

Letter to Rep. B. F. Sisk; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Bureau of Reclamation.
Congressional Relevance: *Rep.* B. F. Sisk.
Authority: Federal Reclamation Act, sec. 5 (43 U.S.C. 371 et seq.). Omnibus Adjustment Act of 1926 (43 U.S.C. 423 et seq.). 70 Stat. 524. B-169126 (1976). H. Rept. 57-1468. Ivanhoe Irrigation District v. McCraken, 357 U.S. 275, 292 (1958). United States v. Bonadelle, et al. (1977). Yellen v. Hickel, 352 F. Supp. 1300 (S.D. Cal. 1972). 35 Cong. Rec. 6734. Federal Reclamation Act of 1902 (43 U.S.C. 431).

101886

Frequency of U.S.D.A. Inspections at Meat and Poultry Processing Plants. B-163450.04. April 19, 1977. 2 pp.

Memorandum to B. Douglas Hogan, Assistant Director, Community and Economic Development Division; by Geraldine M. Rubar, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Organization Concerned: Department of Agriculture.
Authority: Federal Meat Inspection Act (21 U.S.C. 601 et seq.). Poultry Products Inspection Act (21 U.S.C. 451 et seq.). 21 U.S.C. 463. 21 U.S.C. 621.

101896

United States Import Restrictions, Alternatives to Present Dairy Programs. January 1977. 2 pp.
In Food Update, vol. 1, no. 10, pp. 5, 6.

Contact: International Division.

101914

[Comments on "Marine Resources Conservation and Development Act," H.R. 811]. CED-7-263, CED-7-252; B-167694. April 19, 1977. 4 pp.

Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Robert F. Keller, Deputy Comptroller General.

Issue Area: Environmental Protection Programs (2200); Water and Water Related Programs (2500).
Contact: Office of the General Counsel: General Government Matters.
Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302).
Organization Concerned: National Oceanic and Atmospheric Administration; Department of the Interior.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *House* Committee on Government Operations; *Rep.* John M. Murphy; *Rep.* Jack Brooks.
Authority: Coastal Zone Management Act Amendments of 1976 (P.L. 94-370). Federal Advisory Committee Act (P.L. 92-463). Outer Continental Shelf Lands Act. H.R. 1614 (95th Cong.). H.R. 811 (95th Cong.). S. 9 (95th Cong.).

101917
Alcohol and Tobacco Excise Taxes: Laws and Audits Need Modernizing. GGD-76-91; B-137762. April 8, 1977. 81 pp.
Report to Rep. Al Ullman, Vice Chairman, Joint Committee on Taxation; Sen. Russell B. Long, Chairman, Joint Committee on Taxation; by Robert F. Keller, Acting Comptroller General.

Issue Area: Tax Administration (2700).
Contact: General Government Division.
Budget Function: General Government: Other General Government (806).
Organization Concerned: Internal Revenue Service; Department of the Treasury; Bureau of Alcohol, Tobacco and Firearms.
Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; *Joint* Committee on Taxation; Congress; *Rep.* Al Ullman; *Sen.* Russell B. Long.
Authority: Internal Revenue Code of 1954, as amended, sec. 5202. Revenue Act of 1921, sec. 1309. 26 U.S.C. 5001(a)(1), 5001(b). 26 U.S.C. 5006(a)(1). 26 U.S.C. 5008. 26 U.S.C. 5021-5026. 26 U.S.C. 5173. 26 U.S.C. 5178(a)(2)(B). 26 U.S.C. 5202. 26 U.S.C. 5221. 26 U.S.C. 5553. 26 U.S.C. 5601-5615. 26 U.S.C. 5681-5691. 26 U.S.C. 7605(b).
Abstract: A review was conducted of the adequacy of regulatory inspections of the alcohol and tobacco industries and of legislation concerning distillery regulation. On-site Government inspections at 13 regulated facilities were monitored, and the physical safeguards, production operations, Government forms, and required production records maintained at each location were examined. ***Findings/Conclusions:*** The Bureau of Alcohol, Tobacco, and Firearms inspectors are assigned to the premises of distilled spirits and industrial alcohol facilities to protect excise tax revenues. The statutory requirement for this practice dates to 1866 when Government presence was needed to stop rampant tax evasion. There is no longer such a need. The Government could protect the revenues more effectively with fewer people. The Bureau's inspections of the affected firms were too narrow in scope, being restricted to production-related activities and records. By not examining financial records, it did not have the increased insurance that excise tax payments were proper. ***Recommendation To Congress:*** The Congress should remove the statutory requirement that Government personnel be permanently assigned to distilled spirits and industrial alcohol facilities to supervise their overall operations. The Internal Revenue Service and the Bureau of Alcohol, Tobacco, and Firearms should be directed to do joint audits of basic financial records and production-related records.

101920
[Deferrals of Budget Authority for Water Resources Projects]. OGC-77-16; B-115398. April 18, 1977. 2 pp.
Report to Congress; by Robert F. Keller, Deputy Comptroller General.

Issue Area: Water and Water Related Programs (2500).
Contact: Office of the General Counsel.
Budget Function: Miscellaneous: Impoundment Control Act of 1974 (1005).
Organization Concerned: Department of the Army: Corps of Engineers; Bureau of Reclamation; Department of Defense.
Congressional Relevance: Congress; *Rep.* Ralph H. Metcalfe.
Authority: Impoundment Control Act of 1974.
Abstract: Two Presidential deferrals of budget authority totaling $12.6 million that had been provided for water resources projects to be undertaken by the Corps of Engineers and the Bureau of Reclamation were investigated. ***Findings/Conclusions:*** The administration originally deferred $7.76 million of fiscal year 1977 funds for Corps of Engineers construction projects. These funds were for major contracts which were scheduled for award before the completion date of the President's review of all water resources projects. The Office of Management and Budget is currently deferring only the funds for the Meramec Park Lake project, which accounts for $2.665 million of the originally deferred amount. Funds for the other projects were apportioned on March 14, 1977. The contractor for one project has been notified to begin work; bids for the other projects have been recieved, and those contracts should be awarded as scheduled. The deferral for the Colorado River Basin Project under the Bureau of Reclamation was in effect for only a short time. The $4.79 million designated for the project was released on March 15, 1977. The award of the contract for this project was delayed by 4 days. Funds for the water resources projects have been apportioned, but some delays in the use of the fiscal year 1977 budget authority may be occurring as a result of actions at the agency level pending completion of the President's review of the programs.

101950
[Efforts of the Department of Health, Education, and Welfare and the Department of Labor to Develop and Issue Health Standards]. April 27, 1977. 22 pp.
Testimony before the House Committee on Government Operations: Manpower and Housing Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.
Organization Concerned: Department of Labor; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Government Operations: Manpower and Housing Subcommittee.
Authority: Occupational Safety and Health Act of 1970.
Abstract: Occupational health standards are intended to prevent illness from exposure to toxic substances and harmful physical agents. Although workers are exposed to thousands of toxic substances, hundreds of which may cause cancer, standards have been established for only 15 substances as of September 30, 1976. The Secretaries of Labor and Health, Education, and Welfare (HEW) should estimate, based on the best available data, the total needs for health standards and how long it will take to complete them with existing funding levels. They should also determine whether and to what extent additional funds can be used effectively to speed up standards development and to increase efforts to inform, educate, and train employers and employees concerning toxic substances. If additional funds can be used more effectively, the Secretary of Labor should allocate more funds to health standards development and health information, education, and training activities. The Secretary of HEW should require that decisions on how much effort to devote to standards development, as opposed to other National Institute for Occupational Safety and Health worker protection programs, be based partly on the ability of the Occupational Safety and Health Administration to act promptly on recommended standards.

102121
The Summer Feeding Program: How to Feed the Children and Stop Program Abuses. CED-77-59; B-178564. April 15, 1977. 2 pp.
Report to Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; by Robert F. Keller, Deputy Comptroller General.

Issue Area: Income Security and Social Programs: Program Monitoring and Administration (1303); Food: Domestic Food Assistance Programs (1707).
Contact: Community and Economic Development Division.
Budget Function: Education, Manpower, and Social Services: Social Services (506); Health: Prevention and Control of Health Problems (553).
Organization Concerned: Department of Agriculture.

Congressional Relevance: *House* Committee on Education and Labor; *Rep.* Carl D. Perkins.
Authority: National School Lunch Act, as amended, sec. 13 (42 U.S.C. 1751 et seq). Child Nutrition Act of 1966.
Abstract: Various aspects of the summer food service program for children were reviewed in light of alleged abuses during program operations in major urban areas. Causes of abuses that had been detected by other groups, including the Departments of Agriculture and Justice, were investigated. The review was conducted at the Food and Nutrition Service headquarters in Washington, D.C., and at the regional offices in Princeton, New Jersey, and San Francisco, California. ***Findings/Conclusions:*** Serious abuses, both criminal and administrative, have occurred in the summer feeding program. Most of the abuses have involved private nonprofit organizations, which comprised three-fourths of the program's sponsors. Public agency sponsors, such as schools and park departments, operated programs relatively free of abuses. The Department of Agriculture has revised the program's regulations to try to prevent abuses. ***Recommendation To Agencies:*** Additional changes covering sponsor and site selection and termination, contracting procedures, State staffing and monitoring, sponsor record-keeping, and advances of funds should be included in the revised regulations. The program's authorizing legislation should be revised to authorize only schools and public agencies as sponsors. Additional legislative changes dealing with administrative funds for States and sponsors, definitions of eligible sponsors and children, the number of food services allowed each day, and the issuance of program regulations have been proposed.

102122
[Proposed "Energy and Weather Emergency Adjustment Assistance Act of 1977"]. CED-7-332; B-178205. April 22, 1977. 3 pp.
Letter to Sen. Harrison A. Williams, Chairman, Senate Committee on Human Resources; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Small Business Administration; Department of Commerce.
Congressional Relevance: *Senate* Committee on Human Resources; *Sen.* Harrison A. Williams.
Authority: Trade Act of 1974, title II (19 U.S.C. 2251 et seq. (Supp. V)). 15 U.S.C. 636(b)(8) (Supp. V). Small Business Act, as amended, sec. 7(b)(8). Public Works and Economic Development Act of 1965, title II, as amended (42 U.S.C. 3142 (Supp. V)). S. 704 (95th Cong.). Public Works and Economic Development Act of 1965, title IV, as amended. Public Works and Economic Development Act of 1965, title IX, as amended.

102132
The United States Should Play a Greater Role in the Food and Agriculture Organization of the United Nations. ID-77-13; B-159652. May 16, 1977. 66 pp.
Report to Sen. Abraham A. Ribicoff, Chairman, Senate Committee on Governmental Affairs; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Participation in International Organizations (0609); Food: Alleviating Famine and Malnutrition Abroad (1706).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); Agriculture (350).
Organization Concerned: Department of State; Department of Agriculture; Agency for International Development; United Nations: Food and Agriculture Organization.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; *Senate* Committee on Governmental Affairs; *Sen.* Abraham A. Ribicoff.
Abstract: Progress has been made in implementing GAO's 1969 recommendations to the Departments of State and Agriculture, which are primarily responsible for administering U.S. participation in the Food and Agriculture Organization (FAO), but more specific improvements are needed. ***Findings/Conclusions:*** The 1976 statement of U.S. objectives is broad, and neither identifies U.S. interests in terms of priorities nor relates U.S. goals to specific real or potential FAO programs. FAO's improved programming and budgeting systems still do not provide sufficient information to permit effective assessment of the relationships between the regular programs and the extrabudgetary development activities. Present FAO attempts to streamline the process will further reduce the information available to the governing bodies, which focus their review primarily on program increases and shifts of emphasis. The budget review process is long and unwieldy, and the budget documents are nonspecific and hard to understand. Evaluation of programs and activities is neither systematic nor comprehensive, and the member governments are not provided sufficient information to judge the effectiveness of program administration. FAO plans to fund a development program with budget funds rather than with voluntary contributions and to decentralize its operations. Specific functions and responsibilities have not been clearly assigned to concerned U.S. agencies. Trust fund development projects should be consistent with FAO policies and unified country programs. The United States should actively help shape the future of the World Food Council. ***Recommendation To Congress:*** The 1976 statement should be revised to clarify U.S. priorities and concerns in a program-oriented manner. More specific goals and an action plan should be developed to help improve the programming and budgeting systems. A more comprehensive system of program evaluation by FAO should be developed and the resulting reports should be more specific. The U.S. position that development and technical assistance should be voluntarily funded and administered by U.N. Development Program should be reasserted. U.S. involvement should be designated as being primarily the responsibility of the State Department, which should then clearly define responsibilities for the other agencies involved and develop a system to review FAO activities.

102133
Federal Deficiency Payments Should Not Be Made for Crops Not Grown. CED-77-77; B-114824. May 24, 1977. 9 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources for High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Rice Production Act of 1975 (P.L. 94-214; 90 Stat. 90). Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221). H.R. 5994 (95th Cong.).
Abstract: The Commodity Credit Corporation is making an estimated $135 million in deficiency payments to rice farmers for the 1976 rice crop. These payments are based on the extent that the national average market price received by rice farmers was below a target price established by law. ***Findings/Conclusions:*** About $5 million of the deficiency payments will be paid to farmers who had rice acreage allotments, but did not plant rice on some or all of their allotments, and thus did not have rice to market from such acreage. Similar deficiency payments based on the target price concept have been authorized for wheat, feed grains, and cotton since the 1974

crop year, but because market prices have been above their target prices for these crops so far, no deficiency payments have been necessary. However, the situation in which payments would be made on unplanted and unmarketed crops could arise under the 1977 rice, wheat, and feed grain programs and under future programs for these crops if current legislation is extended. For cotton, deficiency payments are specifically based on planted acreage within the allotment, so the same situation could not occur. ***Recommendation To Congress:*** If the target price concept is continued beyond the 1977 crops, the Congress should adopt legislation that will preclude deficiency payments on crops not grown.

102141

[Statements Concerning the U.S. Fishing Industry]. CED-7-375; B-177024. April 28, 1977. 2 pp.
Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Deputy Comptroller General.
In regard to a letter from Thomas J. Collins, Jr., President of Desco Marine, St. Augustine, FL, to Rep. John M. Murphy.

Contact: Community and Economic Development Division.
Organization Concerned: National Oceanic and Atmospheric Administration: National Marine Fisheries Service; Maritime Administration.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Rep.* John M. Murphy.

102166

[Review of Maintenance of Federally Assisted Conservation Structures and Measures in Iowa]. CED-77-63; B-114833. May 17, 1977. 6 pp.
Report to Sen. Richard Clarence Clark; by Robert F. Keller, Acting Comptroller General.

Issue Area: Land Use Planning and Control: Federal Programs for Non-public Lands and Related Resources (2307).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy Conservation and Land Management (302).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Sen.* Richard Clarence Clark.
Abstract: Some conservation measures and structures installed with Federal cost-sharing assistance under the Department of Agriculture's Agricultural Conservation Program have been eliminated by the original or subsequent owners of the farm properties. ***Findings/Conclusions:*** Visits to about 165 farms in Iowa showed that some conservation practices had been eliminated or modified, but there did not appear to be a serious problem. A sample of farms that had benefited from Federal cost-sharing assistance in recent years for vegetative cover, liming, sod waterways, or terraces, including nearly all the farm units that had been sold to a new owner or operator after the specified practice was sold, was visited. Agricultural Stabilization and Conservation Service (ASCS) regulations require that a sample of at least 5 percent of the conservation practices funded in the current year are to be reviewed to establish whether they have been installed and maintained. The regulations also require that, when such reviews are made, all previous cost-shared practices on the farm are to be checked to see that they are being properly maintained. Review of the files at the ASCS offices in three Iowa counties showed that the files in two counties did not identify any maintenance problems with the conservation practices reviewed, while three cases where collection action is being considered because vegetative cover was not maintained were pending in the third county.

102169

[Protest of Violation of Statute Conferring Grazing Rights to Tribal Lands]. B-186373. May 26, 1977. 7 pp.
Decision re: by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of the Army: Corps of Engineers.
Authority: (P.L. 83-776, sec. x; 68 Stat. 1191; 68 Stat. 1193.) (P.L. 85-916; 72 Stat. 1766.) (P.L. 85-923; 72 Stat. 1773.) (P.L. 85-915; 72 Stat. 1762.) P.L. 87-695. P.L. 87-734. P.L. 87-735. 76 Stat. 598. 76 Stat. 698. 76 Stat. 5704. 10 U.S.C. 2667. 16 U.S.C. 460d. B-142250 (1960). B-142250 (1961). H. Rept. 83-2484. S. Rept. 83-2489.
Abstract: A solicitation by the Army Corps of Engineers for leasing tracts of land at the Oahe Dam site located within an Indian reservation was protested by the resident tribe as a violation of a statute which conferred grazing rights and fixed boundaries thereupon. The decision hinged on legal interpretation of certain phrases of section X of Public Law 83-776. GAO overruled its previous decision and sustained the protest.

102172

[Sewage Sludge Disposal on Agricultural Land]. CED-77-78; B-166506. May 23, 1977. 3 pp.
Report to Douglas M. Costle, Administrator, Environmental Protection Agency; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Environmental Protection Programs: Solid Waste Disposal and Resource Recovery (2206).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Food and Drug Administration; Department of Agriculture; Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works.
Authority: Resource Conservation and Recovery Act of 1976 (42 U.S.C. 6901).
Abstract: In reviewing the Environmental Protection Agency's (EPA) management of sewage sludge disposal systems in the Chicago, Los Angeles, and New York-New Jersey areas, a potentially hazardous situation was identified. ***Findings/Conclusions:*** Sewage sludge products containing high amounts of cadmium were sold or given away to the public. Cadmium is a toxic metal which has been classified as a suspected carcinogen. In an EPA bulletin, recommendations were made that projects using sludge on croplands should conform to limitations recommended by the Food and Drug Administration or the Department of Agriculture. Sewage sludge products with cadmium levels substantially higher than recommended were found to be available for agricultural use without cautioning labels. Municipalities are becoming increasingly interested in the land application of sludge. Although legislation may require increased regulation, immediate action is necessary. ***Recommendation To Agencies:*** EPA should provide interim guidance on sludges acceptable for agricultural purposes, and provide for public notification of potential health hazards.

102192

Audit of the House of Representatives Restaurant Revolving Fund: July 6, 1975, to July 3, 1976. GGD-77-31; B-114891. May 19, 1977. 15 pp.
Report to Rep. Frank Thompson, Jr., Chairman, House Committee on House Administration; by Robert F. Keller, Acting Comptroller General.

Issue Area: Accounting and Financial Reporting (2800).
Contact: General Government Division.
Budget Function: General Government: Legislative Functions (0801).
Organization Concerned: House of Representatives: Restaurant.
Congressional Relevance: *House* Committee on House Administration; *Rep.* Frank Thompson, Jr.
Authority: H.R. 317 (92d Cong.). (P.L. 92-521).
Abstract: An audit of the House of Representatives Restaurant Revolving Fund for the period from July 6, 1975, to July 3, 1976, indicated that improvements are needed in controls over cash receipts and in cash deposit procedures. ***Findings/Conclusions:*** House Restaurant operations in fiscal year 1976 resulted in a net income of $534, compared with a net income of $33,985 in fiscal year 1975. The decrease in net income resulted primarily from costs rising faster than sales. ***Recommendation To Congress:*** The Committee on House Administration should require cashiers to furnish a cash register receipt to each customer to increase assurance that all sales are recorded. The unit manager should be required to record the cash register totals and the cash count on the cashier's report at the close of each day and to make unannounced periodic cash counts at each cashier station. To improve control over cash deposits sent to the House Finance Office, the Committee should require that the unit managers verify that the correct amount, date, and unit identification are on deposit tickets and deliver deposits to the House Finance Office each day. The restaurant administrative officer should establish procedures to pay large expenses by check and reduce the petty cash fund to an appropriate amount. The size of the change fund should also be evaluated and reduced to a more appropriate level. Procedures to improve control over guest checks should be instituted, and tableware and kitchen replacement expenses should be analyzed.

102205
[Contracts to Provide Support for the Food Service Inspection Program]. B-166850. May 10, 1977. 4 pp.
Letter to Donald Kennedy, Commissioner, Food and Drug Administration; by Paul G. Dembling, General Counsel.

Contact: Office of the General Counsel: General Government Matters.
Congressional Relevance: *House* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee.
Authority: (P.L. 93-563; 88 Stat. 1822; 88 Stat. 1840.) 31 U.S.C. 712a. 41 C.F.R. 3-50.604(b)(2). 42 Comp. Gen. 272. 42 Comp. Gen. 275. 33 Comp. Gen. 57. 33 Comp. Gen. 61. 44 Comp. Gen. 399. 37 Comp. Gen. 155. 37 Comp. Gen. 159.

102232
GAO Gets the Red Out. 1977. 7 pp.
by W. Stuart Fleishman.
In GAO Review, Spring 1977, vol. 12, issue 2, pp. 45-51.

Organization Concerned: Food and Drug Administration.
Authority: Federal Food, Drug, and Cosmetic Act.

102240
The World Food Program: How the U.S. Can Help Improve It. ID-77-16; B-159652. May 16, 1977. 40 pp.
Report to Sen. Abraham A. Ribicoff, Chairman, Senate Committee on Governmental Affairs; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Participation in International Organizations (0609); Food: Alleviating Famine and Malnutrition Abroad (1706).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); Agriculture (350).
Organization Concerned: Department of State; Department of Agriculture; Agency for International Development; World Food Program.
Congressional Relevance: *Senate* Committee on Governmental Affairs; *Sen.* Abraham A. Ribicoff.
Authority: Agricultural Trade Development and Assistance Act of 1954, title II (P.L. 83-480). International Development and Food Assistance Act of 1975 (P.L. 94-161).
Abstract: The World Food Program has provided almost $1.8 billion in food aid to developing countries with the United States, its biggest contributor, donating $640 million to the program. ***Findings/Conclusions:*** The program is attempting to focus on the poorest nations and on development projects, but it lacks a long-range programming system and a clear system of priorities. This sometimes allows countries better able to administer large volumes of food aid to receive preferential treatment, and results in resources going to projects easier to administer instead of those with greater development uses. Proposals for large-scale projects and expansions, which must be approved by the program's governing body, are often submitted too late for review by member governments. The program relies on recipient governments for data to review project progress, and does not have the right to audit projects at the country level. ***Recommendation To Agencies:*** The Departments of State and Agriculture and the Agency for International Development should (1) work for a clear set of program priorities; (2) propose to the governing body that projects must be submitted for member governments' review; and (3) make efforts to obtain audit rights for the program.

102417
[Review of Delays in Issuance of Food Stamp Authorization-To-Purchase Cards in Chicago, Illinois]. CED-77-65; A-51604. May 9, 1977. 6 pp.
Report to Rep. Cardiss R. Collins; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food (1700); Food: Domestic Food Assistance Programs (1707).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Food and Nutrition Service; Illinois: Department of Public Aid.
Congressional Relevance: *Rep.* Cardiss R. Collins.
Abstract: Some elderly recipients in Chicago had received food stamp authorization-to-purchase cards later in the month than their Federal Supplemental Security Income checks. GAO was asked to determine whether these cards were being sent about the middle of the month, and if so, why, and whether these cards could arrive at the same time as the supplemental security checks. ***Findings/Conclusions:*** A random sample of 19 supplemental security/food stamp recipients disclosed that the timing created hardships for 8 of these people. Illinois has 20 different mailing schedules for public assistance documents. For no particular reason, Chicago had a different schedule from the rest of the State for supplemental security mailings. Though benefits could be prorated by computer to prevent gaps in coverage, changing mailing dates would not be feasible for several reasons. An alternative solution would involve the option of receiving one to four authorization cards monthly at the same time, with allotments proportionally

reduced. This proposal should be tried before changes are made in the mailing schedules. ***Recommendation To Agencies:*** An outreach effort should be conducted to advise recipients of this option. The plan should be evaluated after several months, and if unsuccessful, mailing schedules should be changed.

102427

Marketing Meat: Are There Any Impediments to Free Trade? CED-77-81; B-136888. June 6, 1977. ***Released*** June 10, 1977. 6 pp. plus 3 appendices (39 pp.).

Report to Rep. Alvin J. Baldus; Rep. Berkley W. Bedell; Rep. Charles E. Grassley; Rep. Charles Thone; Rep. Glenn L. English; Rep. Jack E. Hightower; Rep. James P. Johnson; Sen. John Melcher; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Standards, Laws, and Regulations Enforcement (903); Food: Impact of Regulations on Marketing and Distribution (1703).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Farm Income Stabilization (351); Agriculture: Agricultural Research and Services (352); General Government: Central Fiscal Operations (803).

Organization Concerned: Internal Revenue Service; Department of Agriculture; Department of Agriculture: Packers and Stockyards Administration.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* Alvin J. Baldus; *Rep.* Berkley W. Bedell; *Rep.* Charles E. Grassley; *Rep.* Charles Thone; *Rep.* Glenn L. English; *Rep.* Jack E. Hightower; *Rep.* James P. Johnson; *Sen.* John Melcher.

Authority: Packers and Stockyards Act of 1921, as amended (7 U.S.C. 181 et seq.; 90 Stat. 1249; P.L. 94-410). Federal Trade Commission Act, sec. 10 (15 U.S.C. 50). National Stolen Property Act, para. 2 (18 U.S.C. 2314). H.R. 2311 (95th Cong.). Internal Revenue Code, sec. 6103(i)(3). S. 181 (95th Cong.). 18 U.S.C. 1341. 18 U.S.C. 1343. 18 U.S.C. 1952.

Abstract: Union/management agreements in some cities, commercial bribery in the meat industry, and manipulation and fixing of meat prices present impediments to free trade in the marketing of meat. ***Findings/Conclusions:*** Union/management collective bargaining agreements in some cities, mostly in the Midwest, restrict the sale of various forms of fabricated meat by meat packers to merchants and the hours during which retail stores may sell meat to consumers. The various restrictions, which appear to be on the decline, were estimated to affect less than 10 percent of the population. Commercial bribery is widespread in the meat industry. When it occurs, competition is limited, and consumers are likely to pay more for meat. Several pending court suits filed by cattle producers allege manipulation and fixing of meat prices by certain slaughterhouses, principal food chains, and a private meat-price reporting service. ***Recommendation To Agencies:*** The Secretary of Agriculture should provide increased assurance of compliance with a cease and desist order by including a timely assessment of the packer's planned corrective action in the followup procedures used by the Packers and Stockyards Administration. The administration should also formalize procedures for referring bribery cases to the Internal Revenue Service and for documenting such referrals and their final disposition. The Secretary of the Treasury should have the Internal Revenue Service advise the administration of the action taken on bribery cases referred by the administration and bribery matters involving meat packing firms that come to their attention in the course of income tax investigations.

102428

Government Regulatory Activity: Justifications, Processes, Impacts, and Alternatives. PAD-77-34; B-163628. June 3, 1977. 65 pp. plus 2 appendices (21 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection (0900); Environmental Protection Programs (2200); Federal Regulatory Activities (3000).

Contact: Program Analysis Division.

Budget Function: Natural Resources, Environment, and Energy (300); Commerce and Transportation (400); Health: Prevention and Control of Health Problems (553).

Organization Concerned: Civil Aeronautics Board; Department of Labor; Environmental Protection Agency; Interstate Commerce Commission.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Commerce; Congress.

Authority: S. Res. 71 (94th Cong.).

Abstract: The public, the business community, the Congress, and the President have expressed concern about the current state of Government regulatory activity. ***Findings/Conclusions:*** Issues of concern in the current debate over Government regulation include: the continued appropriateness of some regulatory objectives; the ability of regulation to produce specific results; the alleged imposition of substantial economic costs on society; the effect of regulation on the distribution of income; the best administrative structure for regulation; and the range and feasibility of regulatory reform alternatives. A study of the actual effect of organization and process on regulatory activity would be useful in a Government evaluation of regulation. Thorough regulatory reform requires a complete review of regulation. The review process should be designed to determine the cause of regulatory failure, its extent, and the best reform alternatives. Reform alternatives include complete deregulation, partial deregulation, standards and alternatives, awarding monopoly franchises, subsidies, nationalization, and antitrust enforcement. ***Recommendation To Congress:*** The costs of regulation should be weighed against its benefits as well as the costs of alternatives. In an evaluation, both the organization and the nature of regulation must be considered.

102446

[The Lummi Indian School of Aquaculture]. HRD-77-108; B-164031(1). June 17, 1977. 6 pp. plus enclosures (12 pp.).

Report to Rep. Lloyd Meeds; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Education, Training, and Employment Programs: Relation of Students' Educational Experiences to Society and Work World (1105); Education, Training, and Employment Programs: Programs for Specific Target Groups (1108).

Contact: Human Resources Division.

Budget Function: Education, Manpower, and Social Services: Elementary, Secondary, and Vocational Education (501).

Organization Concerned: Department of Health, Education, and Welfare; Department of the Interior; Department of Commerce; Community Services Administration.

Congressional Relevance: *Rep.* Lloyd Meeds.

Abstract: A review was made of the activities of the Lummi Indian School of Aquaculture, near Bellingham, Washington, from June 1973 through February 1977. The review concentrated upon: (1) the sources and use of Federal funds, (2) the extent and use of equipment purchased with Federal funds, (3) the overhead costs in administering the program, (4) the per student cost compared with similar programs, (5) job opportunities and duration and salary of such employment, and (6) the training-related job market. ***Findings/Conclusions:*** Funding by four Federal agencies during the period June 1973 through September 1976 amounted to $1.5 million, with the Bureau of Indian Affairs providing 55 percent. The cost of instructional equipment purchased was $48,000, and six vans and one truck were purchased for about $40,000. Except for a few items, all were being used by the school for student training. Through August 1976, $36,645 went for tribal overhead expenses. On the basis of 110 completed 9-month school terms, average annual cost per completed student was $13,209, compared with Peninsula College's $1,386 per student. Of 62 students from the Aquaculture school who entered the job market, 40 obtained employment, but only 26 were in training-related jobs. These 26 have held a total of 32 different positions; 27 with Indian tribes. The hourly wage rate ranged from $3.00 to $5.19. The job market was "fair to poor" at all hiring levels.

102454

Ground Water: An Overview. CED-77-69; B-114885. June 21, 1977. 37 pp. plus 2 appendices (9 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Use of Existing Water Supplies (2501).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Interior; Environmental Protection Agency; Department of Agriculture; Geological Survey.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; Congress.
Abstract: Ground water presently supplies about 20 percent of fresh water used in the United States, and although it is plentiful, little more than one quarter of it is available for use with present extraction techniques. Dependence on ground water varies according to locality, with 2 percent of Montana's water and 62 percent of Arizona's coming from ground water. ***Findings/Conclusions:*** In many areas, ground water is being used faster than it is being replenished, and to some extent, soil subsidence and saltwater seepage are occurring. The problem is most acute in the High Plains region of western Texas and eastern New Mexico. Ground water management by local and State governments in Western States has emphasized administering and protecting water rights. State water rights laws and lack of sufficient geological data have prevented more intensive management. The Federal Government's contributions are data gathering, research, technical assistance, and water resources development. The Geological Survey has provided data on aquifer systems to managers through its Federal/State cooperative program, but more data are needed. The President indicated that he was recommending major policy reforms in water conservation. Questions posed related to the role of the Government in ground water management, water rights, priorities for Federal assistance, unified management of ground and surface waters, transfer of water from one river basin to another, and possible incentives for decreasing irrigation. These questions warrant consideration by Congress, Federal and State agencies, and private institutions when developing major policy reform for better ground water management.

102455

Dredging America's Waterways and Harbors: More Information on Environmental and Economic Issues. CED-77-74; B-166506. June 28, 1977. 35 pp. plus appendices (29 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs (2500); Water and Water Related Programs: Use of Existing Water Supplies (2501).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301); Natural Resources, Environment, and Energy: Pollution Control and Abatement (304); Commerce and Transportation (406).
Organization Concerned: Environmental Protection Agency; Department of the Army: Corps of Engineers.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Public Works; Congress.
Authority: National Environmental Policy Act of 1969, sec. 102 (P.L. 91-190). River and Harbor Act of 1970, sec. 123 (P.L. 91-611). Federal Water Pollution Control Act Amendments of 1972, sec. 404 (P.L. 92-500). Marine Protection, Research and Sanctuaries Act of 1972. Ocean Dumping Act (P.L. 92-532).
Abstract: The effects that dredging and disposing of dredged material will have on the environment have come into sharper focus within the last decade. As a result, the Army Corps of Engineers has been required by legislation, litigation, and regulations to modify its practices. ***Findings/Conclusions:*** The Corps has undertaken a research program and changed its dredging practices at certain locations, but at much higher costs. The research is still incomplete, and the cause-and-effect relationships between materials considered contaminated and significant damage, especially long-term damage, have not been determined. Before appropriating funds for channel maintenance projects, the Congress needs adequate information on the tradeoffs between economic and environmental values. ***Recommendation To Agencies:*** The Corps should advise the Congress of how a followup research program can be expedited to develop and obtain information not provided by the original program. Even though the current program is almost complete, the Environmental Protection Agency (EPA) should participate in the final stages of the program by assigning staff to work full time with the Corps' researchers in interpreting research results and developing final conclusions for the program. EPA should participate fully in any followup program from the beginning. The Corps, in coordination with EPA, should prepare and provide appropriate information to the Congress when EPA objects to methods or location of the Corps' disposal activities.

102457

Public Rangelands Continue To Deteriorate. CED-77-88; B-114815. July 5, 1977. 24 pp. plus 2 appendices (4 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Land Use Planning and Control: Preservation of the Public Lands (2303).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment,and Energy: Conservation and Land Management (302).
Organization Concerned: Department of the Interior; Bureau of Land Management.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; Congress.
Authority: Taylor Grazing Act of 1934 (43 U.S.C. 315). National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.). Federal Land Policy and Management Act of 1976 (P.L. 94-579). 43 C.F.R. 9239.
Abstract: The Nation's public rangelands have been deteriorating for years. ***Findings/Conclusions:*** Deterioration of public rangelands can be attributed principally to poorly managed livestock grazing. Livestock have been permitted to graze on public rangelands year after year without adequate regard to the detrimental effect on range vegetation. Efforts to protect the wildlife habitat and watershed of the rangelands are also lagging. Although the Bureau of Land Management is generally aware of many current problems and their causes, it has not acted effectively to solve or significantly minimize them. Bureau field managers have not acted effectively to reduce the destructive form of grazing used because they believe that such a measure would adversely affect the financial condition of the livestock operators who are using the public rangelands. The

Bureau has rarely penalized operators who violate grazing regulations by suspending, reducing, or revoking their grazing privileges, although it is authorized to do so. ***Recommendation To Agencies:*** To minimize further damage to rangelands, the Bureau of Land Management should be sure that existing land management plans meet current needs; discontinue destructive continuous grazing on lands; seek assistance from livestock operators in providing essential range improvement facilities; and keep Congress informed about its actions to improve range conditions and the adverse effects of insufficient staffing through the annual report, as required by law.

102465

Results of the Third Law of the Sea Conference 1974 to 1976. ID-77-37; B-145099. June 3, 1977. 33 pp. plus appendices (1 p.). *Report* to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Materials: International Policies and Practices (Including Seabed Resources) (1803); Environmental Protection Programs: Energy/Environmental Protection Conflicts (2204).
Contact: International Division.
Budget Function: International Affairs (0150); Natural Resource, Environment, and Energy: Water Resources and Power (301); Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Department of State; National Security Council.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Abstract: GAO examined U.S. participation in the various sessions of the Third Law of the Sea Conference (1974-1976) and the status of the issues as they stood before the conference session scheduled for May 23, 1977. The intention of the conference was to reach agreement on a comprehensive treaty covering all the uses of the oceans. The most important issues were: the breadth of the territorial sea; "transit passage" through, under, and over international straits used for navigation; use and conservation of the living resources of the sea; coastal states' rights to the mineral resources of the Continental Shelf; exploitation of the minerals of the deep seabed; protection of the marine environment; marine scientific research; and a system for settling disputes arising from the interpretation and application of the treaty. ***Findings/Conclusions:*** New U.S. proposals for an acceptable deep seabed mining regime were presented at the last conference session. They were to be considered during the intersessional period and could be the basis for discussion at the next session. The greatest degree of agreement was reached on the breadth of the territorial sea, transit passage of straits, and coastal resource rights in the economic zone. The high seas status of the economic zone remained unresolved. There was agreement on many of the environmental protection articles. However, the United States has encountered opposition to the right of a coastal state to set ship construction, design, equipment, and manning standards in the territorial sea. Agreement was not reached on requirements for permitting scientific research in the economic zone. Although there was general agreement on the need for a dispute-settlement mechanism in the treaty, there were differences of opinion on the details. Congress expressed its support of U.S. positions at the start of the conference. Since that time, however, these positions have been modified.

102489

Audit of the United States Senate Restaurants Revolving Fund, June 29, 1975, to October 2, 1976. GGD-77-34; B-114871. June 13, 1977. 5 pp. plus 5 enclosures (5 pp.).
Report to George M. White, Architect of the Capitol; by Elmer B. Staats, Comptroller General.

Issue Area: Facilities and Material Management (0700); Accounting and Financial Reporting (2800).
Contact: General Government Division.
Budget Function: General Government: Legislative Functions (801); General Government: General Property and Records Management (804).
Organization Concerned: Architect of the Capitol; Senate: Restaurants.
Congressional Relevance: *Senate* Committee on Rules and Administration.
Authority: Legislative Branch Appropriations Act of 1972 (P.L. 92-51).
Abstract: The Senate restaurants are operated primarily for Senators and employees of the U.S. Senate. The Architect of the Capitol is responsible for managing the restaurants. Receipts from sales and transfers from the appropriations for the contingent expenses of the Senate are used to finance the activities of the Senate Restaurant Revolving Fund. ***Findings/Conclusions:*** Senate restaurants' operations for the 15-month period ended October 2, 1976, resulted in a net operating loss of $215,065 compared with a net operating loss in FY 1975 of $239,659. The smaller loss for the later period was the result of higher profits from cigar stand and vending machine operations which more than offset the increased loss on food and beverage operations. GAO's proposal to the restaurants' administrative officer that a Cardex system be used for the tableware items was implemented to alleviate the problems involved in identifying and pricing the various items during the annual inventory. The administrative officer plans to review both the in-house and contract vending machine operations to ascertain whether the vending machine operation should be conducted solely in-house, be contracted to only one vendor, or continue to be contracted to four vendors with some in-house operations.

102508

Federal Efforts To Protect Consumers From Polybrominated Biphenyl Contaminated Food Products. HRD-77-96; B-164031(2). June 8, 1977. ***Released*** June 27, 1977. 2 pp. plus appendices (35 pp.). *Report* to Sen. Adlai E. Stevenson, III, Chairman, Senate Committee on Commerce, Science, and Transportation; Sen. Donald W. Riegle, Jr, Senate Committee on Commerce, Science, and Transportation: Science, Technology, and Space Subcommittee; Sen. Warren G. Magnuson; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection (0900); Food (1700); Environmental Protection Programs (2200).
Contact: Human Resources Division.
Budget Function: Health: Prevention and Control of Health Problems (0553).
Organization Concerned: Department of Agriculture; Food and Drug Administration; Department of Agriculture: Agricultural Research Center; Animal and Plant Health Inspection Service; Michigan Chemical Corp., St. Louis, MO; Farm Bureau Services, Inc., Battle Creek, MI; Michigan: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Commerce, Science, and Transportation; *Senate* Committee on Commerce, Science, and Transportation: Science, Technology, and Space Subcommittee; *Sen.* Warren G. Magnuson; *Sen.* Adlai E. Stevenson, III; *Sen.* Donald W. Riegle, Jr.
Authority: Federal Food, Drug, and Cosmetic Act (21 U.S.C. 351 et seq.). 21 C.F.R. 225-226. 21 U.S.C. 335.
Abstract: In 1973, an industrial chemical containing polybrominated biphenyls (PPB) was mistaken for magnesium oxide, a feed supplement, and mixed with animal feed in Michigan. The Department of Agriculture (USDA) and the Food and Drug Administration (FDA) are responsible for protecting consumers from such contaminated foods. ***Findings/Conclusions:*** Manufacturers of drugs and animal feeds and animal feed components are subject to FDA

inspections. The Animal and Plant Health Inspection Services (APHIS) is responsible for administering the Federal Meat and Poultry Inspection Program. The Agricultural Research Service (ARS) is responsible for basic, applied, and developmental research in agricultural and related fields. APHIS and ARS were the two principal USDA agencies which were involved in the PBB incident in Michigan. Intrastate products that contained PBB in excess of applicable tolerance levels were recalled and voluntarily destroyed by the manufacturer or were seized by the Michigan Department of Agriculture (MDA). Survey results showed no evidence that the nine States sampled had received any contaminated feed, and it was concluded that widespread contamination of livestock outside of Michigan had not occurred. USDA plans to continue its current practice of immediately notifying MDA when it finds meat that contains PBB residues above the tolerance level. At present, APHIS has no written guidelines or procedures for dealing with future problems such as the PBB contamination incident in Michigan.

102513

Need To Establish Safety and Effectiveness of Antibiotics Used in Animal Feeds. HRD-77-81; B-164031(2). June 27, 1977. 47 pp. plus 2 appendices (5 pp.).

Report to Rep. John E. Moss, Chairman, House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Identifying Needs for Standards and Regulations (0901); Consumer and Worker Protection: Standards, Laws, and Regulations Enforcement (0903); Food (1700).

Contact: Human Resources Division.

Budget Function: Agriculture (350); Health: Prevention and Control of Health Problems (553).

Organization Concerned: Department of Health, Education, and Welfare; Food and Drug Administration.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; *Rep.* John E. Moss.

Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301 et seq.). Food Additive Amendments of 1958 (P.L. 85-929). Drug Amendments of 1962 (P.L. 89-781). 21 C.F.R. 514.1 et seq. 21 U.S.C. 360 et seq.

Abstract: The Food and Drug Administration (FDA) has permitted the continued use of low levels of several antibiotics in animal feeds. ***Findings/Conclusions:*** The safety and effectiveness of the continued use in animal feeds of several antibiotics, particularly penicillin, tetracyclines, and sulfaquinoxaline, has not been established. The possibility exists that antibiotic-resistant bacteria may develop, and that this resistance may be transferred from animal to man. On April 15, 1977 the FDA decided to restrict the use of these drugs in animal feeds. Questions are raised concerning the use of the National Advisory Food and Drug Committee by the FDA, including insufficient expertise, conflict of interest, and improper involvement in regulatory matters instead of policy only. ***Recommendation To Agencies:*** FDA should determine the safety and effectiveness of antibiotics used in animal feeds based on available data, and withdraw approval of any not shown to be safe and effective. Policy advisory committees should be used only to review broad policy questions in accordance with FDA regulations, and their members made aware of their responsibilities with regard to and the restrictions of conflict-of-interest laws and regulations.

102524

U.S. Direct Investment in South America's Andean Common Market. ID-76-88; B-172255. June 7, 1977. 38 pp. plus 10 appendices (94 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: Direct Investment Capital Flows (606).

Contact: International Division.

Budget Function: International Affairs: International Financial Programs (0155).

Organization Concerned: Department of Commerce; Department of the Treasury; Department of State; Library of Congress: Congressional Research Service; Overseas Private Investment Corp.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Commerce; Congress.

Authority: Foreign Investment Study Act (P.L. 93-479). International Investment Survey Act of 1976 (P.L. 94-472). S. 2839 (94th Cong.). Bretton Woods Agreement Act. Executive Order 10033.

Abstract: Through investment incentives, such as favorable tax policies and investment insurance, the Government has sought to encourage the flow of U.S. direct investment to developing countries. U.S. policy has been to encourage economic integration mechanisms, such as common markets, one of these being the Andean Common Market (ANCOM), whose principal objective is to develop the Andean area. ***Findings/Conclusions:*** The foreign investment code adopted by ANCOM was intended as an investment incentive by providing a uniform set of rules within member countries, but its exception and escape clauses allow members to vary the rules as necessary. Chile, however, could not work within the structure and withdrew, which introduced uncertainties that the U.S. investor must consider. Trade and U.S. economic assistance ties remain strong between the United States and the Andean countries, but U.S. direct investment is diminishing, due to expropriation, divestment, and unfavorable reaction to Andean investment restrictions. Manufacturing and service types of investments predominate because of the possibility of natural resources investments being expropriated. Adequate data were not available for an indepth assessment of tax preferences as inducements. U.S. firms continue to have an impact on Andean countries, but private capital diminished, causing a need for more borrowing. U.S. firms provide jobs at high wages, and do not, necessarily, purchase materials from U.S. sources. Technology transfer is hindered by safeguards and other impediments. The largest percentage of U.S. investment will probably continue to be in mining and high-technology manufacturing areas. Other foreign investors have received Andean acceptance because of their willingness to engage in joint ventures and to provide more favorable financing. ***Recommendation To Congress:*** There is a need to establish the relationship between U.S. direct investment abroad and the availability of strategic raw materials resources to the United States. This relationship should be studied, and the Administration and the Congress should be advised of procedures to develop cooperative efforts between the Government and U.S. firms in order to assure U.S. access to raw materials.

102527

Impact of Population Assistance to an African Country. ID-77-3; B-179421, B-156518. June 23, 1977. 45 pp. plus 9 appendices (20 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (0603).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: Department of State; Agency for International Development.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.

Authority: Foreign Assistance Act of 1961, as amended, sec. 104b.
Abstract: Rapid population growth combined with poor social and economic conditions is hindering development efforts in many countries. African birthrates are among the highest in the world, and population growth rates are expected to increase as improved health care lowers mortality. Ghana is one African nation that has recognized its population problem. It has promulgated an official population policy, and has established a family-planning program. The United States has provided about 75 percent of the $15.9 million of population assistance to Ghana. Ghana's program, however, has reached only a small percentage of the population, primarily urban. ***Recommendation To Agencies:*** In planning development assistance for Ghana and other African nations, GAO recommends that the Administrator of the Agency for International Development, as appropriate: encourage governments, and provide support when necessary, to examine the relationships between social and economic change and fertility; help governments to establish population policies which encourage the types of social and economic development identified as having a maximum impact on fertility; consider the impact on population growth of planned U.S. development projects and work to integrate population and development projects; and take actions to encourage the establishment of an effective, systematic coordinating mechanism for population assistance in Ghana and in other countries where none exists.

102528
U.S. Participation in International Organizations. ID-77-36; B-168767. June 24, 1977. 25 pp. plus appendices (12 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs (0600); International Economic and Military Programs: U.S. Participation in Activities of International Organizations (0609).
Contact: International Division.
Budget Function: International Affairs: Conduct of Foreign Affairs (152); General Government: Executive Direction and Management (802).
Organization Concerned: Department of State; United Nations; Department of State: Bureau of International Organization Affairs.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Abstract: While the United States has unquestionable monetary and political interests in the United Nations (UN) and other international organizations, in recent years many members of Congress and the public have questioned the effectiveness of such organizations. ***Findings/Conclusions:*** Studies of the management of U.S. participation in several international organizations reveal continuing problems: (1) inadequate staffing and constant rotation of personnel in the State Department's Bureau of International Organizations; (2) a need for policy objectives and priorities to support U.S. participation in international organizations; and (3) the United States, as a member government, does not receive timely and sufficient information on international organization activities. Management problems within the organizations also restrict U.S. participation. The UN system needs restructuring, with emphasis on centralized planning, programming, budgeting, and resource allocation. Improved evaluation is also needed in the UN system. ***Recommendation To Congress:*** The President should: reaffirm the importance and priority accorded to U.S. participation in the UN family of organizations; charge the Secretary of State with the responsibility for formulating and directing U.S. policy for participation in these agencies; and establish a cabinet-level advisory committee to assist the Secretary of State in carrying out these responsibilities. The State Department and U.S. missions to international organizations should establish an order of priority for all restructuring, programing, and budget issues and problem areas that have been identified.

102531
Need To Consider Population Growth in Sahel Development Planning. ID-77-40; B-156518. June 17, 1977. 2 pp. plus 3 appendices (10 pp.).
Report to Sen. John L. McClellan, Chairman, Senate Committee on Appropriations; Sen. John Sparkman, Chairman, Senate Committee on Foreign Relations; Rep. Clement J. Zablocki, Chairman, House Committee on Appropriations; Rep. George H. Mahon, Chairman, House Committee on International Relations; by Robert F. Keller, Deputy Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (0603).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Organization Concerned: Department of State; Agency for International Development.
Congressional Relevance: *House* Committee on Appropriations; *House* Committee on International Relations; *Senate* Committee on Appropriations; *Senate* Committee on Foreign Relations; *Rep.* Clement J. Zablocki; *Rep.* George H. Mahon; *Sen.* John L. McClellan; *Sen.* John Sparkman.
Abstract: As part of a review of population growth and development interrelationships, an examination was performed of the extent to which population growth has been considered in the multibillion dollar, long-range Sahel development program. ***Findings/Conclusions:*** Initial observations and field work generated concerns that population growth was not being given adequate attention in spite of its effects on goals of reducing consequences of droughts, achieving food self-sufficiency, and accelerating social and economic development. Population in the Sahelian states of Chad, Mali, Mauritania, Niger, Senegal, and Upper Volta totals about 27 million, and the annual growth rate is estimated to be almost 2.4 percent. The growth in population has been cited as a factor in the diminishing capability of these nations to maintain even their low standard of living. Anticipated lowering of death rates will have an effect of further increasing population growth rates. GAO expressed its beliefs to the Agency for International Development (AID) that immediate action was necessary. AID was planning corrective action which will contribute to sound development planning. GAO will monitor these efforts.

102533
Commodity Marketing Practices in an Era of International Turmoil. May 25, 1977. 17 pp. plus enclosures (1 p.).
Speech before the Commodity Club of Washington by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of Agriculture; Commodity Futures Trading Commission.
Authority: Commodity Exchange Act.
Abstract: The Soviet grain purchases over the past 4 years have produced the realization that the Government's monitoring of agricultural exports is seriously wanting. U.S. policy does not adequately consider surplus, tight supply, and/or shortage situations. The Government should intervene in the market when necessary to insure adequate supplies of commodities at fair prices and to minimize disruptions resulting from extreme market conditions. There are serious inadequacies in the U.S. agricultural reporting system, recent export policy, and recent policy implementation. A food reserve system deserves serious attention as part of a package to meet U.S. food policy objectives. U.S. surpluses have become an important economic commodity. The Commodity Futures Trading Commission should: improve trade practice investigations; complete complaint investigations promptly;, work with other Federal

agencies to ensure that adequate cash-price information is provided for all commodities traded in the futures market; have a strong auditing role; and implement a formal research program. Economic stockpiling and price stabilization agreements are now serious responses to the unsettled international trading environment. The cartelizing of world trade is gaining momentum, and it is a situation that will require continuing attention.

102609

[Allowance for Meals at Military Base]. B-186799-O.M. June 1, 1977. 2 pp. plus enclosures (1 p.).
Memorandum to Daniel P. Leary, Director, Claims Division; by Paul G. Dembling, General Counsel.

Contact: Office of the General Counsel: Military Personnel.
Authority: 1 J.T.R. para. M4205-6a. 1 J.T.R. para. M4205-3f(2).

102621

Potential for Contracting Selected Operations at the Air Force Academy Cadet Dining Hall. FPCD-77-57; B-159219. June 20, 1977. ***Released*** June 27, 1977. 3 pp. plus appendices (14 pp.).
Report to Rep. Frank E. Evans; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation (0300); Federal Procurement of Goods and Services: OMB Guidelines for Relying on the Private Sector To Supply Federal Needs (1906).
Contact: Federal Personnel and Compensation Division.
Budget Function: National Defense: Department of Defense - Military (except procurement contracts) (051); National Defense: Department of Defense - Procurement & Contracts (058).
Organization Concerned: Department of Defense; United States Air Force Academy at Colorado Springs, CO; Department of the Air Force; United States Civil Service Commission.
Congressional Relevance: *Rep.* Frank E. Evans.
Authority: P.L. 92-392. 5 U.S.C. 5341. OMB Circular A-76.
Abstract: A review of proposed contracting of sanitation and supply services at the Air Force Academy Cadet Dining Hall was conducted in response to concerns about possible job losses, validity of cost analysis, and the quality of contract services. The Office of Management and Budget Circular A-76 established the policy that Federal agencies shall rely on private enterprise for commercial products and services unless in-house services are justified. When justified because of lower costs, in-house services must be supported by periodic cost analyses. ***Findings/Conclusions:*** In response to former GAO recommendations, the Academy negotiated for services, but negotiations were canceled after the propriety of procurement techniques was questioned. Cost analysis techniques were found to be in general accordance with requirements. It indicated that contracting services would offer approximately 34 percent savings over in-house costs, primarily because of lower wage rates and benefits paid by the contractor. GAO believed that additional annual savings of $845,000 could be realized by contracting for waiter services. Although there was no basis for evaluating comparative quality of services, it was believed that initially contract services are lower in quality but improve with experience. It was estimated that 61 people would have lost their Federal positions if procurement had been completed. Those working for the contractor would have been paid lower wages, which would have affected the local economy. ***Recommendation To Agencies:*** The Academy Superintendent should: use formal advertising procedures in making the analysis required by Circular A-76, and justify any continued in-house operations of the cadet dining hall; and review the justification for military positions and use civilian employees where possible. The Chairman of the Civil Service Commission should expand wage surveys to include laundry and food service industries.

102741

[Improvements Needed To Coordinate and Increase the Effectiveness of Water Research Activities]. January 17, 1977. 7 pp.
Report to H. Guyford Stever, Chairman, Federal Coordinating Council for Science, Engineering, and Technology; by Charles P. McAuley, Assistant Director, GAO General Government Division.

Issue Area: Science and Technology (2000); Water and Water Related Programs (2500).
Contact: General Government Division.
Budget Function: General Science, Space, and Technology: General Science and Basic Research (251); Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Committee on Water Resources Research; Federal Coordinating Council for Science, Engineering, and Technology.
Authority: Water Resources Research Act of 1964, sec. 305 (P.L. 88-379). National Science and Technology Policy, Organization, and Priorities Act (P.L. 94-282).
Abstract: Improvements are needed in procedures followed by the Committee on Water Resources Research in carrying out the requirements of the Water Resources Research Act of 1964. ***Findings/Conclusions:*** The Committee must coordinate water research by 23 distinct Federal agencies and departments dealing with the subject. No evidence was found that the information obtained by the Committee was used to evaluate the adequacy of research programs; none of its annual reports included an evaluation of the adequacy of research conducted to date, nor had the reports been issued in a timely manner. The research classification system used to identify duplication and overlaps is inadequate. Oral reviews of each agency's research activities have also been discontinued. A monitoring system to ascertain the extent to which the program was being implemented in the budget was lacking. ***Recommendation To Congress:*** The Committee should prepare guidelines and action plans for each of the seven functions of the establishing act. It should issue timely reports assessing the adequacy of current research and make the research classification system comprehensive and able to identify duplication and overlap. The committee should reinstitute oral review of research at monthly intraagency meetings; develop a system for monitoring the research program in the budgetary process, the status of present research by the respective agencies, and directions for future research. It should encourage more discussion of research projects at the monthly intraagency meetings and prepare more detailed minutes.

102743

[Certain Food Aspects of the School Lunch Program in New York City]. CED-77-89; B-178564. June 15, 1977. 5 pp. plus 3 enclosures (3 pp.).
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food: Domestic Food Assistance Programs (1707).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Food and Nutrition Service.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* Frederick W. Richmond.

Abstract: Statistical sampling techniques were used to estimate the number of school lunches served in New York City that met or failed to meet type A requirements. Four types of lunches--cafeteria style, meal pack, basic (primarily soup and sandwiches), and bulk (prepared food frozen in bulk) were tested between January 10 and February 22, 1977. ***Findings/Conclusions:*** Between 40 percent and 45 percent of the cafeteria, meal pack, and bulk lunches and 27 percent of all basic lunches failed to meet the type A nutritional requirements. Many of the lunches were purchased from vendors and assembled into complete lunches by school employees. In such cases, it may be possible for the city to obtain refunds for noncompliance from the vendors. The State has never withheld program funds for noncompliance with type A lunch requirements. In the 1975-1976 school year, the total cost for the New York City lunch program was over $79.4 million, with the Federal Government paying $62 million, the State $2.8 million, and the city $14.6 million. ***Recommendation To Agencies:*** The Food and Nutrition Service (Department of Agriculture) should assess the extent that this deficiency in New York City is a national problem; see that the State or city recovers from vendors; and take appropriate Federal action concerning reimbursement for nonconforming lunches.

102744

Food Stamp Receipts: Who's Watching the Money? CED-77-76; A-51604. June 15, 1977. 54 pp. plus 3 appendices (24 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Food and Nutrition Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry; Congress.
Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011 et seq.). Emergency Food Stamp Vendor Accountability Act of 1976.
Abstract: Misuses and mishandling of over $34 million in food stamp receipts went undetected for extended periods because neither the Food and Nutrition Service nor the States were effectively monitoring the agents who sold food stamps. ***Findings/Conclusions:*** Known major weaknesses in the monitoring system at both the Federal and State levels were allowed to continue for years without adequate efforts to correct them. Reported deposits were not verified; agents' depositing patterns were not monitored; and there was no follow up when agents failed to submit required reports. The Service's computer-produced management reports, designed to identify problem agents, were not usable because they listed too many agents without problems, as well as agents with problems. Although some improvements have been made, much more needs to be done. ***Recommendation To Agencies:*** Several changes should be made in the present accountability system in order to reduce the number of invalid exceptions on cash reconciliation and other reports and to improve the reports' reliability and usefulness for monitoring agent accountability. Regardless of the changes made in the accountability system, the Secretary of Agriculture should require the Service to: provide the States and its regional offices with their respective sections of any management reports and other accountability-related reports prepared by the Service or others; disseminate regulations on the respective responsibilities of the States and the Service; and provide special help to States having the most serious problems in monitoring agent accountability.

102748

[Monitoring of the Operation of the 1977 Summer Food Service Program for Children]. CED-7-303, CED-7-408; B-178564. June 15, 1977. 3 pp.
Letter to Sen. Charles H. Percy, Senate Select Committee on Nutrition and Human Needs; Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Robert F. Keller, Acting Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Food and Nutrition Service.
Congressional Relevance: *Senate* Select Committee on Nutrition and Human Needs; *Sen.* George McGovern; *Sen.* Charles H. Percy.

102753

The Department of Agriculture Should Be Authorized To Charge for Cotton Classing and Tobacco Grading Services. CED-77-105; B-142011. August 2, 1977. 10 pp. plus 4 appendices (6 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Grain Inspection and Commodity Grading Programs (1709).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621 et seq.). United States Grain Act, as amended (7 U.S.C. 71 et seq.). United States Cotton Futures Act (7 U.S.C. 15b). United States Cotton Standards Act, as amended (7 U.S.C. 471-476; 90 Stat. 2867). Cotton Statistics and Estimates Act. Federal Property and Administrative Services Act of 1949. Smith-Doxey Amendment. Tobacco Inspection Act. United States Grain Standards Act of 1976. 7 U.S.C. 511. P.L. 94-582.
Abstract: The provision of free cotton classing and tobacco grading to producers is inconsistent with the Government's policy of charging fees for special services and with the practice of charging for grading other commodities. ***Findings/Conclusions:*** Most agricultural commodities, other than cotton and tobacco, are graded by the Department of Agriculture on a reimbursable basis. In fiscal year 1976, the Department spent $66.2 million grading commodities. Of this, $48.5 million was recovered, primarily through charges to those using the services. Of the $17.7 million not recovered, $11.2 million represented cotton classing and tobacco grading services provided without charge to producers. The original reasons for providing free tobacco grading and cotton classing services are no longer applicable. Cotton classing and tobacco grading do provide special benefits to the producers because the producers are now paid on the basis of grades assigned to the commodities. ***Recommendation To Congress:*** The Congress should amend the Cotton Statistics and Estimates Act and the Tobacco Inspection Act to authorize the Secretary of Agriculture to charge producers for cotton classing and tobacco grading services furnished by the Department.

102754

[The Use of Prime Agricultural Land for Nonagricultural Purposes in the United States]. July 19, 1977. 4 pp. plus 4 enclosures (3 pp.).
Report to Ronello M. Davis, Administrator, Soil Conservation Service; by Brian P. Crowley, Assistant Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control (2300).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (350).

Organization Concerned: Department of Agriculture; Soil Conservation Service.

Abstract: A study conducted by the Soil Conservation Service in 1975 identified certain land in Minnesota as noncropland which had high or medium potential for conversion to cropland within the next 10 to 15 years. ***Findings/Conclusions:*** This land was included as part of an 111-million-acre cropland reserve which the Service estimated existed nationwide. About 78 million acres of the reserve were classified as having high potential for conversion to cropland, considering commodity prices, development costs, and production costs. The remaining 33 million acres were classified as having medium potential for conversion to cropland. In estimating the acreage of potential cropland, Service field representatives gathered and analyzed information from sample areas in 506 counties throughout the country. Various points within these sample areas were assessed as to their potential for conversion to cropland. Visits to the 44 sample points in 5 counties in Minnesota, which had been classified as having high or medium potential for conversion, showed that two of the points had been converted to cropland, but there was little likelihood that the other 42 points represented land that could or would be converted to cropland if needed in the foreseeable future. ***Recommendation To Agencies:*** In future studies of this type, landowners of the sample points should be consulted about their intentions for using noncropland for future crop production, and their views on the problems that would be encountered in converting such land to cropland should be obtained.

102755

Food and Agriculture Models for Policy Analysis. CED-77-87. July 13, 1977. 36 pp. plus 6 appendices (28 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Federal Food Policy Decisionmaking Structure (1715).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (0350); Income Security: Public Assistance and Other Income Supplements (0604).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry.
Abstract: In recent years, a large number of computer-based models have been developed to help the agricultural community analyze trends, identify problems, and evaluate policy alternatives. Over 50 models with potential for food and agricultural issue analysis were identified. These models vary by scope, size, methodology, and issues covered. They can be viewed as a hierarchical set of analytical tools which can be used to address several levels of problems, such as local issues of a specific crop, regional issues involving several farm inputs, national issues integrating nutrition with production policies, or global problems addressing population, wealth, and food. Many of the models identified are single or multicrop models and are usually confined to a particular region of the world. Other models are designed to aid understanding of specific policies or issues such as grain reserve costs under varying conditions. Still others are highly aggregated, treating the agriculture as a whole, and are intended to predict general levels of activity over the short run. A smaller number of large-scale models exist that are not limited to any particular time frame and, in some cases, are actually a series of interacting submodels combining agricultural and nonagricultural issues. These models attempt to portray the total food system, including key factors, such as demography, environment, and pollution, that influence the system.

102756

[Proposed Regulations To Establish Price Support Payments Starting With 1977 Sugar Crop]. B-118622. July 19, 1977. 7 pp.
Letter to Rep. Paul Findley; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Congressional Relevance: *Rep.* Paul Findley; *Rep.* Edward R. Madigan.
Authority: 61 Stat. 5, 6. 7 U.S.C. 1421. 7 U.S.C. 1447. 42 Fed. Reg. 30409. General Agreement on Tariffs and Trade.

102757

Food and Drug Administration's Program for Regulating Imported Products Needs Improving. HRD-77-72; B-164031(2). July 5, 1977. 35 pp. plus 4 appendices (11 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Standards, Laws, and Regulations Enforcement (0903).
Contact: Human Resources Division.
Budget Function: Health: Prevention and Control of Health Problems (553).
Organization Concerned: Food and Drug Administration; United States Customs Service.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Human Resources; Congress.
Authority: Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 381). Fair Packaging and Labeling Act (15 U.S.C. 1451). Radiation Control for Health and Safety Act of 1968 (42 U.S.C. 263b). Tea Importation Act (21 U.S.C. 41). Import Milk Act. Public Health Service Act. 21 U.S.C. 141. 42 U.S.C. 262.
Abstract: Lack of information on products entering the United States limits the effectiveness of the Food and Drug Administration's (FDA) efforts to regulate imported products before they are sold to the American public. ***Findings/Conclusions:*** FDA does not maintain enough specific information on the types and volume of imports to know whether all the various imported products are inspected. Without such data, the agency cannot determine how effective its import surveillance is nor can it assess the extent that imports comply with regulations. ***Recommendation To Agencies:*** The Secretary of Health, Education, and Welfare should direct the Commissioner of FDA to: establish a system to provide comprehensive information on specific products showing volume imported, volume inspected, and inspection results; evaluate the effectiveness of the compliance program; provide Customs with updated lists of products subject to FDA regulation and periodically review Customs entry documents to identify products under FDA jurisdiction which were not referred for regulatory action; develop uniform criteria for district offices to follow in recommending the penalty that should be imposed when importers violate Customs redelivery bonds; more aggressively develop cooperative agreements with those countries that export violative products to the United States and which can implement such agreements; and require importers to certify that imported products meet the requirements of the Federal Food, Drug, and Cosmetic Act.

102759

Fishermen's Protective Act of 1967: Reimbursement for Confiscation of Catch. B-187804. August 2, 1977. 7 pp.
Decision by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Commerce.
Authority: Fishermen's Protective Act of 1967, sec. 7 (22 U.S.C. 1971 et seq. (Supp. V)). Fishery Conservation and Management

Act of 1976 (P.L. 94-265; 90 Stat. 331). (P.L. 90-482; 82 Stat. 729). 31 U.S.C. 74. H. Rept. 90-1566. H. Rept. 94-445.

Abstract: The General Counsel of the Department of Commerce requested a determination as to whether funds used to reimburse the owners of U.S. flag vessels for the cost of repurchasing their fish catches confiscated by Ecuador should be repaid to the fund established by section 7 of the Fishermen's Protective Act of 1967 from the Fishermen's Protective Fund. Because of the retroactive effect of the amendment affecting the Fishermen's Protective Fund, and because no payment can be made under section 7 with respect to losses covered by any other provision of law, the insurance fund should be reimbursed by the Fishermen's Protective Fund.

102782

Energy Conservation Competes With Regulatory Objectives for Truckers. CED-77-79; B-187797. July 8, 1977. 29 pp. plus appendices (21 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Energy: Federal Efforts To Conserve Energy (1602); Transportation Systems and Policies: Commercial Trucking Industry Regulation (2410).

Contact: Community and Economic Development Division.

Budget Function: Commerce: Other Advancement and Regulation of Commerce (376).

Organization Concerned: Federal Energy Administration; Interstate Commerce Commission.

Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Commerce; Congress.

Authority: Energy Policy and Conservation Act (P.L. 94-163). Interstate Commerce Act, as amended (49 U.S.C. 1 et seq.).

Abstract: Interstate Commerce Commission (ICC) measures to reduce energy use by trucks have been limited because the Commission is guided by its traditional regulatory objectives of protecting existing regulated truckers and making certain that service is adequate. ***Findings/Conclusions:*** The ICC does not have enough information on energy conservation measures to use in its decision-making. Energy conservation programs for surface transportation will have only limited success until a National policy clearly establishes the relative priority of energy conservation and regulatory objectives. ***Recommendation To Congress:*** Congress should enact legislation which shows whether energy conservation or traditional regulatory objectives are more important and allow the ICC to change its regulations to authorize intercorporate transportation if it does not otherwise conflict with the National priorities established. ICC should develop enough information to determine how its energy-related decisions will affect competition and service. The Chairman of the Commission should determine the validity of the rule that truckers wanting to use a route that would reduce mileage by more than 20 percent must apply to the ICC and prove that competitors will not be affected; the continued need for any limitations on shipping truck trailers on railcars; and the reasons for empty mileage and its effect on competition and service to the public.

102789

Water Resources Planning, Management, and Development: What Are the Nation's Water Supply Problems and Issues? CED-77-100. July 28, 1977. 46 pp. plus 3 appendices (6 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs (2500).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301); Natural Resources, Environment, and Energy: Conservation and Land Management (302); Natural Resources, Environment, and Energy: Recreational Resources (303).

Organization Concerned: Department of Agriculture; Department of the Army; Department of the Army: Corps of Engineers; Department of the Interior; Department of Transportation; Environmental Protection Agency; Office of Management and Budget.

Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources.

Authority: Water Resources Development Act of 1976 (P.L. 94-587). Reclamation Authorization Act of 1976 (P.L. 94-423). Reclamation Authorization Act of 1975 (P.L. 94-228). Water Resources Planning Act of 1965 (P.L. 89-80). River and Harbor and Flood Control Act of 1970. Safe Drinking Water Act of 1974. National Environmental Policy Act. Federal Water Pollution Control Act Amendments of 1972. Water Supply Act of 1958. Public Works and Economic Development Act. Housing and Community Development Act. Rural Development Act. Consolidated Farm and Rural Development Act. P.L. 94-112. P.L. 94-326. P.L. 94-490.

Abstract: The development of solutions to the serious water problems facing the United States poses challenges for the establishment of priorities and responsive implementing programs. Issues and concerns related to water and water-related programs which merit attention include: (1) Are existing water resource plans and programs adequate to meet the competing demands for water uses? (2) Do water agencies and industry have effective water conservation and reuse programs which reduce demand and make more efficient use of water supplies? (3) How can the constraints of water laws and rights on meeting water needs be effectively resolved? (4) Do Federal agencies' benefit-cost analyses fully and realistically consider the beneficial and adverse effects of water resource projects? (5) Are water supply and water quality programs being effectively coordinated? (6) Are water research programs making progress in developing technology and in finding new ways to increase the Nation's water supply? (7) Is conjunctive use of surface water with ground and saline water sources adequately considered in meeting water needs? (8) What are the problems affecting the timely, efficient, and economical construction of water resources projects? and (9) Are cost-sharing requirements of Federal and federally assisted water resource projects and programs viable today: what are the considerations and issues?

102790

Land Use Planning, Management, and Control: Issues and Problems. CED-77-101. July 28, 1977. 56 pp. plus 4 appendices (21 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control (2300).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (306); Natural Resources, Environment, and Energy: Conservation and Land Management (302).

Organization Concerned: Department of Agriculture; Department of Housing and Urban Development; Department of the Interior; Environmental Protection Agency.

Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Agriculture, Nutrition, and Forestry.

Authority: Coastal Zone Management Act of 1972 P.L. 92-583; P.L. 94-370). Federal Land Policy and Management Act (P.L. 94-579). Federal Water Pollution Control Act Amendments of 1972. Alaska Native Claims Settlement Act. Alaska Statehood Act. Forest and Rangeland Renewable Resources Planning Act of 1974. National Forest Management Act of 1976. Clean Air Act of 1970, as amended. Solid Waste Disposal Act of 1965, as amended. Noise Control Act of 1972. Water Resources Planning Act of 1965.

Abstract: The land use planning, management, and control area is concerned with planning for the use of lands, regardless of ownership, and fostering better management of the Nation's land and related resources. Planning for the use of lands includes those activities which are directed to: the future use of Federal lands; encouraging and assisting State, regional, and local governmental and special-use jurisdictions in planning for the use of lands within their jurisdictions; and planning for functional activities which have significant impacts on the future uses of land or related resources and are accomplished with Federal assistance. Issues meriting priority attention include: (1) Are existing land planning programs adequate or is there a need for a national land use policy and program? (2) Are Federal lands and related resources being effectively managed on a multiple-use basis with adequate consideration to competing needs? (3) How effective are Federal programs designed to promote the development, rehabilitation, conservation, and preservation of nonpublic lands and related resources? (4) Are Federal programs and activities effective in meeting shortages of outdoor recreation? (5) Are federally owned and federally supported recreation areas being properly developed, managed, and maintained? and (6) What are the effects of tax policies on land use?

102795

Environmental Protection Issues Facing the Nation. CED-77-92. July 8, 1977. 54 pp. plus 4 appendices (6 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Environmental Protection Programs (2200).
Contact: Community and Economic Development Division.
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works.
Authority: Atomic Energy Act of 1954. Clean Air Act of 1967. Clean Air Act Amendments of 1970. Federal Water Pollution Control Act Amendments of 1972. Noise Control Act of 1972. Ocean Dumping Act of 1972, as amended. Public Works Employment Act.
Abstract: In fiscal year 1978, 22 Federal departments and agencies expect outlays of $11.5 billion for environmental programs. The Environmental Protection Agency (EPA) accounts for about half of these outlays ($6 billion). Although covering a wide range of activities, Federal environmental programs are classified in three broad categories: pollution control and abatement; understanding, describing, and predicting the environment; and environmental protection and enhancement. ***Findings/Conclusions:*** The strategy to control air, water, and noise pollution has centered on national uniform technology-based standards. This strategy may not be cost effective, efficient, or equitable, and it is being resisted by industry, States, and municipalities. Attention needs to be given to identifying alternative regulatory strategies and cost/benefit analyses. The environmental protection goals which are considered important include: developing effective environmental protection regulatory strategies; managing Federal environmental protection program contracts, loans, and grants effectively; minimizing the environmental protection program's economic impact on the public and private sectors; assuring effective institutional arrangements to implement environmental laws and to consider tradeoffs; protecting humans and the environment from harmful pesticides and toxic substances; protecting health and the environment from the effects of improper disposal of solid wastes; and insuring the purity and safety of drinking water in the United States.

102860

[Administrative Cost Limitation on Summer Food Service Program]. B-178564. July 19, 1977. 2 pp.
Decision re: Secretary, Department of Agriculture; by Paul G. Dembling (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel: General Government Matters.
Authority: National School Lunch Act, as amended (42 U.S.C. 1761(k) (Supp. V)). B-178564 (1977). 7 C.F.R. 225.7(a).
Abstract: A determination was requested concerning the propriety of amending the Department of Agriculture's regulations related to the States' liability in the Summer Food Program. Some States incurred expenses exceeding the 2 percent of funds allowed for administration. The statutory language expressly limits administrative expenses to 2 percent. Therefore, the Department of Agriculture could not amend its regulations to provide relief from liability.

102862

Restrictions on Using More Fertilizer for Food Crops in Developing Countries. ID-77-6; B-159652. July 5, 1977. 35 pp. plus 11 appendices (30 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (0603); Facilities and Material Management: Requirements for Equipment, Spare Parts and Supplies (0702); Facilities and Material Management: Building, Buying, or Leasing Federal Facilities and Equipment (0706).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); International Affairs: Conduct of Foreign Affairs (152); Agriculture (350).
Organization Concerned: Agency for International Development; Department of Agriculture; Department of State; Department of the Treasury.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Authority: Foreign Assistance Act of 1961, as amended, sec. 103(b).
Abstract: Developing countries could produce more food by using more fertilizer. Although steps have been taken to produce more fertilizer, its use is often hindered by the individual countries' policies and institutional constraints. ***Findings/Conclusions:*** Farmers in many developing countries find it difficult to use more fertilizer due to such governmental policies as the maintenance of artificially low food prices for urban populations which discourage farmers from using high cost agricultural products. Fertilizer use should be considered along with other methods of increasing crop yield and as part of a needed effort to increase food crops in developing countries. ***Recommendation To Agencies:*** The Secretaries of State, Agriculture, and the Treasury and the Administrator of the Agency for International Development should work for concerted action by all countries and institutions that provide fertilizer assistance to: (1) induce recipient Governments to revise policies which act as constraints and to adopt a strategy to increase the use of fertilizer on food crops; and (2) incorporate, where appropriate, a requirement in new agreements with recipient countries for food, financial, and technical assistance that affirmative action be taken by developing countries to remove constraints to greater agricultural production, including constraints to increasing the use of fertilizer.

102863

Impact of Population Assistance to an Asian Country. ID-77-10; B-156518. July 12, 1977. 48 pp. plus 6 appendices (27 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (0603).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: Agency for International Development; Department of Defense.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Abstract: The population growth rate in Pakistan is one of the highest in the world and constitutes one of the country's most serious problems. ***Findings/Conclusions:*** Although about $164 million has been spent on birth control programs since 1960, including about $59 million in U.S. assistance, Pakistan's rate of growth is still 3 percent. The social acceptability of large families as well as social and cultural norms of a largely subsistence-level society and the need for greater Government support were the chief program difficulties. Little attention was paid to the incentives necessary to cause couples to want smaller families. Further, the Agency for International Development (AID) mistakenly assumed that there was a latent demand in the society for family planning services. ***Recommendation To Agencies:*** AID should reassess the advisability of continuing assistance to developing countries (a) which do not have a management system and an information system in existence (or under development) sufficient to reasonably assure that program objectives are being met or (b) whose government and institutions have not demonstrated a willingness to carry out the program. AID should develop and implement additional and innovative approaches to population problems in all the developing countries through such measures as the AID-sponsored research planned on the determinants of fertility in Pakistan. The contractor's evaluation of the Pakistan program should be disseminated to all contraceptive program officers and used to formulate any program to lower fertility. Greater coordination among volunteer organizations and donors of population assistance should be encouraged.

102864
The Investment Insurance Program Managed by the Overseas Private Investment Corporation. ID-77-49; B-173240. July 26, 1977. 43 pp. plus 6 appendices (8 pp.).
Report to Sen. John J. Sparkman, Chairman, Senate Committee on Foreign Relations; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (0603).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Organization Concerned: Overseas Private Investment Corp.
Congressional Relevance: *Senate* Committee on Foreign Relations; *Sen.* John J. Sparkman.
Authority: Overseas Private Investment Corporation Amendments Act of 1974 (P.L. 93-390). Foreign Assistance Act of 1969 (P.L. 91-175; 22 U.S.C 2191-2200a). Foreign Assistance Act of 1961, as amended, title IV, sec. 231-240A.
Abstract: The success of private participation in the Overseas Private Investment Corporation's (OPIC) insurance operations has been superficial. It has resulted principally from participation by foreign insurance companies because U.S. companies have been reluctant to participate in political risk insurance. ***Findings/Conclusions:*** Several alternatives are available to Congress in considering the future of the OPIC political risk insurance program. First, private participation could continue. This would require amending the Overseas Private Investment Corporation Amendments Act of 1974. Second, private participation could be modified. Most of the insurance companies want the Government to continue as a direct insurer of political risk because the private sector lacks the capacity to absorb the entire program. Third, private participation could be abandoned and the 1974 legislation repealed. OPIC would continue as the major insurer of political risk, but it would be necessary to redefine and clarify its purpose, define its role in U.S. foreign policy and foreign assistance, and modify its underwriting policies and procedures. Fourth, OPIC could be dissolved. Existing contracts would be assigned to another agency for liquidation.

102878
[Emergency Food Purchases]. B-189003. July 5, 1977. 3 pp.
Decision re: Richard D. Rogge; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Civilian Personnel.
Organization Concerned: Federal Bureau of Investigation.
Authority: 53 Comp. Gen. 71. 42 Comp. Gen. 149.
Abstract: D. E. Cox, Authorized Certifying Officer, Federal Bureau of Investigation, requested a decision on the claim of a manager of the Buffalo office who purchased food for employees unable to leave the office and travel home during a blizzard. It was also necessary to maintain the office during the emergency on a 24-hour basis. In such circumstances, involving danger to human life, the claim was payable, notwithstanding the general prohibition on the payment of employees' meals from appropriated funds.

103050
The Food Stamp Program: Overissued Benefits Not Recovered and Fraud Not Punished. CED-77-112; A-51604. July 18, 1977. 47 pp. plus 2 appendices (3 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Department of Justice.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011 et seq.).
Abstract: The Government is losing over half a billion dollars annually because of overissued food stamp benefits caused by errors, misrepresentation, and suspected fraud by recipients and by errors of local food stamp offices. ***Findings/Conclusions:*** For every $100 of the more than $5 billion annual benefits issued nationally, overissuances account for about $12; only about 12 cents of that $12 have been recovered. The eight local projects reviewed were doing little to identify and recover the value of these overissuances. At five of the eight projects, about half of the dollar value of the claims established for food stamp overissuances was classified as involving suspected fraud by recipients, but very few recipients were prosecuted or otherwise penalized. ***Recommendation To Congress:*** Congress should authorize the Secretary of Agriculture to allow the States to keep some portion of the money recovered from recipients of overissued benefits and to increase from 50 percent to 75 percent the Federal share of the administrative costs associated with processing the suspected fraud cases. Congress should also authorize the Department of Agriculture, in consultation with the Department of Justice, to handle most suspected recipient fraud cases administratively rather than referring them for criminal prosecution. The Department of Agriculture should take a number of steps to make sure that States adequately identify and recover overissued food stamp benefits and punish people who engage in food stamp fraud.

103051
The National School Lunch Program: Is It Working? PAD-77-6; B-111810. July 26, 1977. 137 pp. plus 3 appendices (28 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Effectiveness (1302); Food: Domestic Food Assistance Programs (1707); Program Evaluation Systems: New Techniques and Standards (2602).
Contact: Program Analysis Division.
Budget Function: Agriculture: Farm Income Stabilization (351); Health: Health Research and Education (552); Income Security: Public Assistance and Other Income Supplements (604); Health: Health Research and Education (552).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: National School Lunch Act of 1946 (P.L. 79-396). Agricultural Act of 1949, sec. 416 (7 U.S.C. 1431). Child Nutrition Act of 1966 (P.L. 89-642). Child Nutrition Act of 1972 (P.L. 92-433). P.L. 92-153. P.L. 87-823, sec. 11. P.L. 74-320. P.L. 91-248. P.L. 93-326. P.L. 94-105. 85 Stat. 419.
Abstract: The National School Lunch Program is designed to safeguard schoolchild health by improving and/or maintaining levels of nutrition and to strengthen the agricultural economy by stimulating food demand. ***Findings/Conclusions:*** The school lunch program provides adequately for the large-scale feeding of children, but it could be much more effective and efficient than it is. Although studies show that the school lunch, when paired with a nutritional supplement or with the school breakfast, can affect the nutritional levels of schoolchildren, their findings about how the lunch itself affects nutritionally deprived and nutritionally adequate participants are inconclusive. There are consistent indications that the program has strengthened overall demand for farm products, although the possibility of a conflict between the program's agricultural and nutritional provisions was noted. Shifting eating habits and needs over the past 30 years suggest that the program's objectives should be reassessed. ***Recommendation To Congress:*** Congress should: provide policy guidance indicating specifically what the purpose of the program should be and have the program evaluated accordingly; define the priority of each purpose and direct how the program is to be evaluated; require the Department of Health, Education, and Welfare to assist the Department of Agriculture in determining the program's contribution to children's health; review Agriculture's program evaluation plan to be sure it will support the needs of congressional oversight; and require Agriculture to report to Congress the results of its evaluation.

103052
Summary of a Report: The National School Lunch Program, Is It Working? PAD-77-7; B-111810. July 26, 1977. 16 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Effectiveness (1302); Food: Domestic Food Assistance Programs (1707); Program Evaluation Systems: New Techniques and Standards (2602).
Contact: Program Analysis Division.
Budget Function: Agriculture: Farm Income Stabilization (351); Health: Health Research and Education (552); Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: National School Lunch Act of 1946 (P.L. 79-396).
Abstract: There are shortcomings in both the evaluation and the performance of the School Lunch Program. ***Recommendation To Agencies:*** The Secretary of Agriculture should require a formal, systematic evaluation of the National School Lunch Program's performance in meeting legislative objectives and should determine the nutritional standards needed for the program. Congress should: require the Department of Health, Education, and Welfare (HEW) to assist the U.S. Department of Agriculture (USDA) in evaluating the school lunch program's health impact on children; review the USDA program evaluation plan before implementation to make certain that it will provide adequate information for program oversight, that it uses the resources and expertise of USDA and HEW in a manner that benefits the evaluation, and that it is in keeping with the respective missions of each agency; require the Secretary of Agriculture, on completion of the school lunch program evaluation, to provide a comprehensive report of his findings, together with any recommendations he may have with respect to improving program effectiveness; and provide policy guidance indicating specifically what the goals of the program should be and what the priorities are, and have the program evaluated accordingly.

103058
Federal Human Nutrition Research. July 21, 1977. 22 pp.
Testimony before the House Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of Agriculture: Agricultural Research Service; Health Resources Administration; National Institutes of Health.
Congressional Relevance: *House* Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee.
Authority: Food and Agricultural Act of 1977; S. 275 (95th Cong.).
Abstract: With the disappearance of major nutritional deficiency diseases in the United States, nutrition research has turned to more elusive pursuits, such as the effects of diet on human intellect and life span. As a consequence, human nutrition research has become complex and multidisciplinary, involving dietetics, biochemistry, physiology, medicine, microbiology, genetics, endocrinology, food technology, and agricultural science. The Government spends about $80 million per year on human nutrition research. None of the Federal organizations involved in nutrition research provides comprehensive nutrition information, and comprehensive information for determining the direction and focus of Federal human nutrition research is lacking at this time. The four broad areas of research needs which are important for sound nutrition planning are human nutritional requirements; food composition and nutrient availability; diet, disease causation, and food safety; and food consumption and nutritional status. The principal Federal agencies supporting human nutrition research are the Agricultural Research Service and the National Institutes of Health. In addition, the Health Resources Administration conducts the Health and Nutrition Examination Survey, which is a major research project designed to measure and monitor the nutritional status of the American people over time.

103070
Management of Agricultural Research: Need and Opportunities for Improvement. CED-77-121; B-133192. August 23, 1977. ***Released*** August 25, 1977. 40 pp. plus 4 appendices (17 pp.).
Report to Rep. Richard Bolling, Chairman, Joint Economic Committee; by Elmer B. Staats, Comptroller General.

Issue Area: Science and Technology: Management and Oversight of Programs (2004).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).

Organization Concerned: Department of Agriculture; Department of Agriculture: Agricultural Research Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Joint* Economic Committee.
Authority: Organic Act of 1862 (7 U.S.C. 2201, et seq.). Hatch Act of 1887, as amended (7 U.S.C. 361a). McSweeney-McNary Forestry Research Act of 1928, as amended (16 U.S.C. 581). McIntire-Stennis Act of 1962 (16 U.S.C. 582a). 7 U.S.C. 450i. H.R. 78 (95th Cong.). H.R. 2223 (95th Cong.). H.R. 4863 (95th Cong.). H.R. 7171 (95th Cong.). S. 248 (95th Cong.).
Abstract: Although the extremely complex and highly diversified agricultural research system in the United States has made notable contributions to the Nation's well-being, there is an increasing realization that an up-to-date national plan needs to be developed and maintained if the system is to be responsive to future critical problems and needs and if limited public dollars are to be wisely used. The Agricultural Research Service, the largest organization in the Federal-State research system, could improve its research through better planning, project selection, and review of ongoing work. ***Findings/Conclusions:*** Until recently, the Service placed most of its emphasis on short-range planning. In fiscal year 1977, the Service recognized the need for long-range planning by categorizing research under national and special research programs and developing a long-range planning document for each program area. Much of the technical and administrative data needed for developing strategies was unavailable, inaccurate, or fragmented. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Agricultural Research Service to: identify and document the relative priorities of each national research program and of each problem and research need within the program areas; develop agencywide criteria and peer review procedures for assessing the scientific and technical merits of all research proposals; and require that the annual unit reports and plans better document the technical aspects of active research projects and be reviewed by technical advisors. The Secretary should also take the necessary steps to have a national agricultural research plan developed and maintained.

103093
[Survey of Certain Aspects of the Land and Water Conservation Fund Grant Program to the States]. August 4, 1977. 6 pp.
Report to Robert L. Herbst, Assistant Secretary for Fish and Wildlife and Park, Department of the Interior; by Frank V. Subalusky, Assistant Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control (2300); Water and Water Related Programs: Use of Existing Water Supplies (2501).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301); Natural Resources, Environment, and Energy: Conservation and Land Management (302); Natural Resources, Environment, and Energy: Recreational Resources (303).
Organization Concerned: Bureau of Outdoor Recreation; Department of the Interior.
Authority: Land and Water Conservation Fund Act of 1965, as amended.
Abstract: Lands acquired and/or developed with Land and Water Conservation Fund assistance are not being consistently inspected by the States or the Bureau of Outdoor Recreation to assure that the properties are properly selected and developed and adequately maintained in accordance with the Land and Water Conservation Fund Act. Although the adverse effects of not making required inspections were relatively minor, there is a clear need for the Bureau to evaluate its site inspection program requirements. ***Findings/Conclusions:*** In several instances, local sponsors were not aware of the Federal requirements and restrictions on Land and Water Conservation Fund assisted properties. This situation could result in Fund property being converted to nonoutdoor recreation uses. Actual site inspections during project development are important because they can provide the Bureau with the opportunity to correct project deficiencies before a significant amount of Federal funds have been expended. ***Recommendation To Agencies:*** The Assistant Secretary for Fish and Wildlife and Parks, Department of the Interior, should have the Bureau of Outdoor Recreation evaluate its current site inspection program requirements and take action to insure that the approved program is being properly implemented. The Bureau should also be required to periodically notify Land and Water Conservation Fund sponsors of the Fund's assisted projects under their jurisdiction and require the sponsors to verify that the properties are, in fact, being used for approved outdoor recreation purposes.

103095
Fish and Wildlife Coordination Act Amendments of 1977, H.R. 8161. B-118370. August 17, 1977. 2 pp.
Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries.
Authority: Fish and Wildlife Coordination Act (16 U.S.C. 661-666c). H.R. 582 (95th Cong.). H.R. 8161 (95th Cong.).

103096
[Obligation of the United States To Provide Water to the Grassland Water District in California]. B-177421. August 18, 1977. 2 pp.
Letter to Rep. B. F. Sisk; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: Procurement Law II.
Organization Concerned: Bureau of Reclamation.
Congressional Relevance: *Rep.* B. F. Sisk.
Authority: (P.L. 83-674; 68 Stat. 879).

103097
Unnecessary and Harmful Levels of Domestic Sewage Chlorination Should Be Stopped. CED-77-108; B-166506. August 30, 1977. 36 pp. plus 4 appendices (12 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Costs/Benefits of Achieving Environmental Protection Standards (2203).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500).
Abstract: Chlorine discharges by municipal sewage treatment plants sometimes exceed levels safe for the aquatic environment and have sometimes resulted in fish kills and deterioration of aquatic life. ***Findings/Conclusions:*** The widespread practice of sewage chlorination was questioned because of: the low risk of disease being transmitted through water other than drinking water; the fact that sewage disinfection is not practiced extensively in other

industrialized countries; the low level of improvement in public health resulting from disinfection; and inconclusive results of epidemiological studies of the relation of bacterial levels in swimming waters to illness. Drinking water is purified in water treatment plants and benefits from the disinfection of swimmable waters has not been demonstrated. The Environmental Protection Agency (EPA) has taken some steps to reduce uncontrolled and excessive use of chlorine for wastewater disinfection, and States no longer have to disinfect waste treatment plants' effluent unless necessary for water quality. Criteria for use by the States are not flexible enough and disinfection may still be used regardless of low risk to people. Over-chlorination sometimes results from inefficient chlorination systems. ***Recommendation To Agencies:*** The Administrator of EPA should: revise water quality criteria regarding the bacteria standard for swimmable waters to delineate circumstances affecting public health; include chlorine residual limitations in National Pollutant Discharge Elimination System permits and lower the limitation on residuals in powerplant effluents; require the tailoring of permits to assure chlorination efficiency at treatment plants; and incorporate factors of efficient chlorination into construction review criteria for new plant construction. Congress should amend legislation to permit exceptions from the national goal of swimmable waters to recognize situations which would make waters unswimmable.

103157

Farmers Home Administration Use of Grant Funds for Water and Waste Disposal Systems. CED-77-109; B-114873. August 17, 1977. 5 pp. plus 4 appendices (45 pp.).

Report to Sen. James Abourezk; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development: Economic Development in Rural Areas (2103); Water and Water Related Programs (2500).

Contact: Community and Economic Development Division.

Budget Function: Community and Regional Development: Area and Regional Development (452).

Organization Concerned: Farmers Home Administration; National Demonstration Water Project.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* James Abourezk.

Abstract: An analysis, performed in cooperation with the National Demonstration Water Project, sought to determine whether the Farmers Home Administration was making grants for rural water and waste disposal projects at the maximum amounts permitted by its regulations and authorized by Congress. ***Findings/Conclusions:*** The Project analysis revealed that 429 projects (66 percent) of 650 projects included in the analysis, did not receive the maximum allowable grant. The amount of underobligation totaled $28,398,364. Seventy-eight projects, 12 percent of the total, received the maximum allowable grant and 143 projects, 22 percent, received more than the maximum allowable grant. Only five projects were considered overfunded in terms of authorizing legislation. Criteria applicable to the grant program are: (1) Agency grants cannot exceed 50 percent of total eligible project costs; (2) grants will generally be limited to an amount necessary to reduce the debt service burden to 1 percent of the median family income of the community; and (3) grants will be used to reduce user costs to a reasonable level, a rate comparable to that charged in similar communities. A check of the validity of the Project's calculations revealed that in only five of the cases studied did errors affect the amount of grant the project should have received. The Acting Administrator of the Agency stated that the Agency was opposed to retroactively adjusting grant amounts since it considered that the program had accomplished its basic goals.

103241

[Construction Progress and Problems of the Darien Gap Highway]. PSAD-77-154; B-118653. August 15, 1977. 9 pp. plus enclosures (1 p.).

Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Federal Procurement of goods and Services: Notifying the Congress of Status of Important Procurement Programs (1905).

Contact: Procurement and Systems Acquisition Division.

Budget Function: Agriculture: Agricultural Research and Services (352); Commerce and Transportation: Ground Transportation (404); Health: Prevention and Control of Health Problems (553).

Organization Concerned: Department of Transportation; Department of State; Department of Agriculture.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.

Abstract: Completion of the Darien Gap Highway, the final link of the Pan American Highway system located in Panama and Colombia, is currently dependent upon establishing successful control of foot-and-mouth disease in Colombia. After 3 years of cooperation between the United States and Colombia, mostly at U.S. expense, little has been achieved. ***Findings/Conclusions:*** Safeguards outlined in a 1973 cooperative agreement have not been implemented, and there were more outbreaks of the disease reported in 1976 than in either 1974 or 1975. There is no assurance that the Colombians are fully committed to the foot-and-mouth disease eradication program. ***Recommendation To Agencies:*** The Secretary of the Department of Agriculture, in cooperation with the Secretary of State, should develop an overall plan that sets forth realistic target dates for eradicating and controlling foot-and-mouth disease within the existing program area of Colombia to the extent that the disease would no longer pose a threat for transmission northward via the Pan American Highway System. The plan should also provide for the commitment by Colombia of sufficient resources that will assure its willingness to participate in a control program following the eradication and control of the disease from the program areas in Colombia. Because control of the disease is also important to the Central American countries and Mexico, consideration should be given to involving them in the planning and financing of control and eradication programs in Colombia.

103362

Landsat's Role in an Earth Resources Information System. PSAD-77-58; B-183134. June 10, 1977. 21 pp. plus 4 appendices (16 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Science and Technology: Mobilizing Resources for Major Commercial Ventures (2001); Science and Technology: Management and Oversight of Programs (2004).

Contact: Procurement and Systems Acquisition Division.

Budget Function: General Science, Space, and Technology: Space Science, Applications, and Technology (254); Natural Resources, Environment, and Energy (300).

Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; Department of Defense; Department of State; National Aeronautics and Space Administration; Office of Science and Technology Policy.

Congressional Relevance: *House* Committee on Science and Technology; *Senate* Committee on Commerce, Science, and Transportation; Congress.

Abstract: Landsat is the National Aeronautics and Space Administration's (NASA's) experimental project to determine the usefulness of satellite-acquired data for the management of the Earth's environment and natural resources. Costs for the first three missions and a proposed fourth mission are estimated at up to $656 million. However, greater questions than cost must also be faced. ***Findings/Conclusions:*** Landsat already has provided information previously unavailable; future technology may provide even more valuable information. Continued Government support of research and development of remote-sensing technology is needed. However, committing the Government to support an operational Landsat system is premature. Such action should be taken only if further study reveals that the benefits to be gained justify the expense and resources required to establish the system. ***Recommendation To Agencies:*** The Director of the Office of Science and Technology Policy, in conjunction with NASA and cognizant Federal agencies, should study the technical, political, economic, institutional, and international issues which are involved in an operational Landsat system and should recommend a Government policy role in satellite-based, remote-sensing technology. After reviewing the results of such a study, the Congress and the executive branch should have better information on which to reach a decision as to whether and to what extent the Government should support an operational, satellite-based Earth resources information system.

103364

[Review of Practices, Procedures, and Controls To Prevent Spoilage or Theft of Federal Commodities Donated to the Commonwealth of Puerto Rico for Food Relief Programs]. CED-77-120; A-51604. August 18, 1977. 12 pp. plus enclosures (2 pp.).
Report to Sen. James B. Allen; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food: Domestic Feeding Programs for Children and the Poor (1710).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Organization Concerned: Department of Agriculture; Food and Nutrition Service; Puerto Rico; Agricultural Stabilization and Conservation Service.

Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* James B. Allen.

Authority: Older Americans Act of 1965, title VII (42 U.S.C. 3045 et seq.). (P.L. 74-320, § 32; 7 U.S.C. 612c). 7 U.S.C. 1431b.

Abstract: A review of the Commonwealth of Puerto Rico's practices, procedures, and controls over federally donated commodities for food relief programs did not disclose current instances of theft or excessive spoilage and indicated that the commodities were adequately accounted for at the time of the review. However, both the Commonwealth control over donated commodities and the Food and Nutrition Service monitoring of the commodity program in the Commonwealth need improvement to insure that the program there does not deteriorate in the future. ***Recommendation To Agencies:*** The Secretary of Agriculture should have the Food and Nutrition Service improve the Federal commodity distribution program in Puerto Rico by: reviewing monthly and yearly Commonwealth receipt, distribution, and inventory reports more closely to insure accurate, timely reporting and identification of both commodity losses and potential problems; reconciling monthly Commonwealth reports with commodity shipment reports prepared by the Agricultural Stabilization and Conservation Service; conducting periodic evaluations and documented site inspections of the Commonwealth's receipt, storage, and distribution practices, procedures, and controls to insure their adequacy to account for donated commodities and minimize spoilage or theft; requiring the Department of Education to conduct more frequent, regularly scheduled warehouse inspections; and requiring the Department of Education to closely monitor the condition of donated commodities stored at temperatures above the suggested levels.

103366

[Possible Food Stamp Fraud by Certain Migrant Farm Workers in Polk County, Minnesota]. August 1, 1977. 2 pp.
Report to Lewis B. Straus, Administrator, Food and Nutrition Service; by Brian P. Crowley, Assistant Director, GAO Community and Economic Development Division.

Issue Area: Food: Domestic Food Assistance Programs (1707).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Organization Concerned: Food and Nutrition Service; Department of Agriculture: Office of Investigation.

Abstract: Certain migrant farm workers in Polk County, Minnesota, have allegedly been participating in the food stamp program at low (or no) purchase requirements because of an arrangement under which employer-farmers in the area were required to withhold wages until the end of the work season. Presumably, such deferred wages were not reported and/or considered in determining food stamp benefits for these workers. It has also been reported that a federally funded migrants' organization was advising the migrant workers to participate in the food stamp program in this manner. ***Recommendation To Agencies:*** The Department of Agriculture's Office of Investigation inquiry into an apparently similar situation in Henry County, Ohio, should include the potential fraud implications of the Polk County situation, including the questionable activity by the migrants' council. Food and Nutrition Service regional officials in Chicago should immediately contact State and local food stamp officials in Minnesota to alert them to this situation. All regional offices should be instructed to inform the States within their jurisdictions of the possibility of such situations and to contact State and local migrants' organizations to inform them that such an arranged deferral of wages to increase food stamp benefits is a violation of Federal regulations and possibly of Federal law.

103372

Tankers and Oil Transfer Operations on the Delaware River and Bay. CED-77-124; B-146333. August 23, 1977. ***Released*** August 25, 1977. 27 pp. plus appendices (2 pp.).
Report to Sen. William V. Roth, Jr.; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs (2200); Transportation Systems and Policies (2400).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304); Commerce and Transportation: Water Transportation (406).

Organization Concerned: Department of Transportation; United States Coast Guard.

Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Senate* Committee on Commerce; *Sen.* William V. Roth, Jr.

Authority: Federal Water Pollution Control Act Amendments of 1972 (33 U.S.C. 1251 et seq.). Ports and Waterways Safety Act of 1972; S. 682 (95th Cong.). 46 U.S.C. 214.

Abstract: Recent accidents in the Delaware River and Bay raised questions regarding operations of oil tankers in those waters. More than 4,000 vessels arrive yearly at the ports along the Delaware, about 40 percent of which are oil tankers. ***Findings/Conclusions:*** From 1973 to 1976, 180 oil pollution incidents involving tankers were reported, seven of these with oilspills of more than 10,000 gallons. In most cases, the Coast Guard attributed the primary cause to human error or equipment failure. Coast Guard activities for protection of the environment and safety of vessels include:

inspecting a sample of U.S. and foreign tankers; monitoring a percentage of liquid bulk transfer operations involving oil or hazardous substances; and performing periodic inspections of the structure, machinery, and equipment of all U.S. ships. Since January 1977, the Coast Guard has expanded its programs of inspection and safety requirements. The Coast Guard is working to improve aids to navigation on the Delaware River and Bay, and the Corps of Engineers has recently received approval for a project to improve one of the anchorages on the river. The safety of oil shipping and transfer operations on the Delaware River have not changed materially over the years 1973 to 1976; steps taken since January 1977 should improve safety in this area.

103377

Food Waste: An Opportunity To Improve Resource Use. CED-77-118; B-114824. September 16, 1977. 51 pp. plus 4 appendices (24 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Domestic Feeding Programs for School Children and the Poor (1710) Food: Future Cost and Supply of Resources for High Food Production (1711) Food: Federal and State Regulations Impacting Food Marketing (1712).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Tax Reform Act of 1969. Tax Reform Act of 1976.
Abstract: About 20% of all food produced in the United States is lost or wasted in a year, amounting to about $31 billion. Losses occur during harvest, storage, transportation, processing, at the wholesale/retail level, and at restaurants, institutions, and households. ***Findings/Conclusions:*** Large losses occurred at the consumption level, both institutional and household. Uneaten food thrown away (plate waste) is a problem in the National School Lunch Programs, and similar waste has been reported in all group feeding situations. The Department of Agriculture's food stamp program contains an allowance for some food to be discarded. It was estimated that, for 1977, 1% of waste would result in a food loss of $50 million. The Department has given only limited financial support to research to make reduction of loss economically feasible. Households discarded the most edible food, worth $11.7 billion. Research on loss showed that households with good knowledge of food safety have less waste. Reducing food loss would: improve the productivity and efficiency of the food system; increase food production for a given level of land, fertilizer, energy, and related factors; and provide an opportunity for feeding the hungry. Changes in tax laws have eliminated some incentives to donations of food. ***Recommendation To Agencies:*** The Secretary of Agriculture should: undertake a comprehensive study of the magnitude and causes of loss and focus research attention in promising areas; determine the extent and causes of waste among food stamp recipients and in Department-supported feeding programs and take remedial action as appropriate; review priorities given to research activities devoted to loss reduction; undertake educational efforts that are found to be related to elimination of household waste; and review opportunities for encouraging charitable donations of food by extending tax benefits or by other programs.

103378

Food Update, Volume 1, Issue 11. February 1977. 12 pp.
Edited by William B. Wood; individual articles contained in this document appear elsewhere, as appropriate, in this issue as separate citations.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Authority: Grain Standards Act (P.L. 94-582). Fishery Conservation and Management Act of 1976. Food Stamp Act Amendments. School Lunch Act. Robinson-Patman Act. S. 275 (95th Cong.). H.R. 1561 (95th Cong.). H. Res. 80 (95th Cong.). H. Res. 105 (95th Cong.). S. Res. 4 (95th Cong.). H.R. 2081 (95th Cong.). H.J. Res. 240, as amended (95th Cong.). S. Res. 84 (95th Cong.).

103379

Food and Agriculture Issues for Planning. February 1977. 2 pp.
by Gary R. Boss, Food Coordination and Analysis Staff, GAO Community and Economic Development Division.
In Food Update, vol. 1, issue 11.

Contact: Community and Economic Development Division.

103380

Food Update, Volume 1, Issue 12. March 1977. 8 pp.
Edited by William B. Wood, M. Carlson, and J. Silverman.

Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: Land and Water Resources Conservation Act of 1977; H.R. 75 (95th Cong.). Export Administration Amendments; H.R. 1561 (95th Cong.). Federal Trade Commission Amendments of 1977; H.R. 3816 (95th Cong.). Agriculture and Consumer Protection Act of 1973. Fishermen's Protective Act. Federal Insecticide, Fungicide, and Rodenticide Act. Grain Standards Act. P.L. 95-6. P.L. 98-8. H.R. 2 (95th Cong.). H.R. 1833 (95th Cong.). H.R. 3131 (95th Cong.). H.R. 3407 (95th Cong.). H.R. 3442 (95th Cong.). S. 69 (95th Cong.). S. 92 (95th Cong.). S. 275 (95th Cong.).

103381

Food Update, Volume 2, Issue 1. April 1977. 8 pp.
Edited by William B. Wood, M. Carlson, and J. Silverman.

Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: Critical Lands Resource Conservation Act; H.R. 2729 (95th Cong.). Agricultural Census Amendments; H.R. 682 (95th Cong.); H.R. 688 (95th Cong.). Emergency Feed Act; H.R. 4295 (95th Cong.). Wheat and Wheat Foods Nutrition Act; H.R. 5481 (95th Cong.). Agriculture and Consumer Protection Act of 1973. Export Administration Act. Federal Crop Insurance Act. P.L. 95-13. H.R. 1139 (95th Cong.). H.R. 1833 (95th Cong.). H.R. 4394 (95th Cong.). H.R. 4739 (95th Cong.). H.R. 4863 (95th Cong.). H.R. 4954 (95th Cong.). S. 1051 (95th Cong.). S. 106 (95th Cong.). S. 275 (95th Cong.). S. 69 (95th Cong.). S. 92 (95th Cong.).

103382

Food Update, Volume 2, Issue 2. May 1977. 8 pp.
Edited by William B. Wood, M. Carlson, and J. Silverman.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: National Climate Program Act; H.R. 783 (95th Cong.). International Development and Food Assistance Act; H.R. 6714 (95th Cong.). Agriculture and Consumer Protection Act of 1973. Federal Insecticide, Fungicide, and Rodenticide Act. Foreign Assistance Act, title XII. P.L. 95-17. P.L. 95-18. H.R. 1139 (95th Cong.). H.R. 1833 (95th Cong.). H.R. 4739 (95th Cong.). H.R.

5262 (95th Cong.). H.R. 5642 (95th Cong.). H.R. 6136 (95th Cong.). S. 275 (95th Cong.). S. 421 (95th Cong.). S. 69 (95th Cong.).

103383

***Food Update*, *Volume 2, Issue 3*.** June 1977. 8 pp.
Edited by William B. Wood, M. Carlson, and J. Silverman.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: Soil and Water Resources Conservation Act; H.R. 75, as amended (95th Cong.). Agricultural Act of 1977; H.R. 7171 (95th Cong.). Toxic Substances Control Act Amendments; S. 1531 (95th Cong.). Federal Trade Commission Improvements Act; S. 1288 (95th Cong.). Federal Insecticide, Fungicide, and Rodenticide Act. Marine Protection, Research, and Sanctuaries Act. P.L. 95-31. P.L. 95-33. H.R. 1139 (95th Cong.). H.R. 5262 (95th Cong.). H.R. 6669 (95th Cong.). S. 1240 (95th Cong.). S. 1283 (95th Cong.). S. 1420 (95th Cong.). S. 1425 (95th Cong.). S. 1522 (95th Cong.). S. 519 (95th Cong.).

103384

***Food Update, Volume 2, Issue 4*.** July 1977. 10 pp.
Department of Agriculture; Food and Drug Administration; United Nations: Food and Agriculture Organization.
Edited by William B. Wood, M. Carlson, J. Silverman, and E. Blatt.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration; United Nations: Food and Agriculture Organization.
Authority: Water Pollution Control Act (P.L. 92-500). National Agricultural Land Policy Act; H.R. 5882 (95th Cong.). Federal Crop Insurance Act, as amended (P.L. 95-47); S. 955 (95th Cong.). Water Resources Planning Act Authorization (P.L. 94-41); H.R. 6752 (95th Cong.). Food Stamp Act of 1977. International Development and Food Assistance Act of 1977. Marine Protection, Research, and Sanctuaries Act of 1972, title I. Rural Development Act of 1972. P.L. 95-48. P.L. 95-51. P.L. 95-52. P.L. 95-53. H.R. 1139 (95th Cong.). H.R. 7171 (95th Cong.). H.R. 7753 (95th Cong.). S. 1420 (95th Cong.). S. 275 (95th Cong.).

103385

***Food Update, Volume 2, Issue 5*.** August 1977. 8 pp.
Edited by William B. Wood, M. Carlson, J. Silverman, and E. Blatt

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: Federal Insecticide, Fungicide, and Rodenticide Act. Federal Water Pollution Control Act. Food, Drug, and Cosmetic Act. Marine Mammal Protection Act. National Consumer Cooperative Act. S. Rept. 95-369 H.R. 1139 (95th Cong.). H.R. 2 (95th Cong.). H.R. 2564 (95th Cong.). H.R. 3849 (95th Cong.). H.R. 6668 (95th Cong.). H.R. 6827 (95th Cong.). H.R. 7558 (95th Cong.). H.R. 7636 (95th Cong.). H.R. 7753 (95th Cong.). H.R. 7797 (95th Cong.). S. Rept. 95-337. S. Rept. 95-352. S. Rept. 95-353. S. Rept. 95-371. S. 1306 (95th Cong.). S. 1750. S. Rept. 1306 (95th Cong.).

103386

***Food and Drug Administration's Regulation of Antibiotics Used in Animal Feeds*.** September 19, 1977. 16 pp.
Testimony before the House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.
Organization Concerned: Food and Drug Administration.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee.
Authority: Federal Food, Drug, and Cosmetic Act.
Abstract: The Food and Drug Administration (FDA) needs to establish the safety and effectiveness of antibiotics used in animal feeds. The safety of several antibiotics has not been decided, and FDA has not established regulations specifying when and how most antibiotics used in animal feeds prevent animal diseases and stimulate growth. FDA established criteria for determining whether use of an antibiotic in animal feeds at subtherapeutic levels created a hazard to human or animal health and whether such use was effective for its intended purpose. Although scientists have determined that several antibiotics failed to meet one or more of the safety criteria, and although many antibiotics have not been proven effective under the approved conditions of use, FDA has permitted the continued use of subtherapeutic levels of these antibiotics in animal feeds. Only three antibiotics met all safety criteria for low-level use in one or more animal species. FDA has not yet published Federal Register notices specifying the conditions under which most antibiotics used in animal feeds are effective. The FDA Commissioner should take appropriate steps to insure that policy advisory committees are used to review only broad policy matters in accordance with FDA regulations and that their members are fully aware of their responsibilities.

103419

***[Comments on the Proposed Natural Resource Information Act]*.** EMD-77-47; B-96983. May 2, 1977. 9 pp. plus 2 enclosures (3 pp.).
Letter to Rep. Harley O. Staggers, Chairman, House Committee on Interstate and Foreign Commerce; by Robert F. Keller, Deputy Comptroller General.

Contact: Energy and Minerals Division.
Organization Concerned: Department of the Interior; Department of Commerce.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Rep.* Harley O. Staggers.
Authority: Natural Resource Information Act; H.R. 1306 (95th Cong.). Federal Reports Act of 1942.

103428

***[Proposed Legislation To Establish a Comprehensive System of Liability and Compensation for Oilspill Damage and Removal Costs]*.** B-146333. March 9, 1977. 5 pp.
Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Acting Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Transportation.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Rep.* John M. Murphy.
Authority: P.L. 92-500. P.L. 93-153. P.L. 93-627. H.R. 47 (95th Cong.). H.R. 3711 (95th Cong.). H.R. 1614 (95th Cong.).

103462

***Use of Exchange Stabilization Fund Resources: Arrangement With Treasury Provides Access to Information*.** ID-77-42; B-154506.

September 28, 1977. 11 pp. plus 7 appendices (21 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Contact: International Division.
Budget Function: International Affairs: International Financial Programs (155).
Organization Concerned: Department of the Treasury.
Congressional Relevance: *House* Committee on Banking, Finance and Urban Affairs; *Senate* Committee on Banking, Housing and Urban Affairs; Congress.
Authority: Gold Reserve Act of 1934, as amended (P.L. 91-599; 31 U.S.C. 822a(b)). Bretton Woods Agreements Act (P.L. 94-564).
Abstract: An agreement was reached between GAO and the Department of the Treasury that provided for GAO access to information concerning the Exchange Stabilization Fund (ESF) so that GAO can properly conduct audits and reviews of international monetary matters. This agreement excludes GAO access to information involving ESF transactions with foreign governments or ESF market transactions. An audit was conducted of ESF administrative expenses for fiscal year 1975 which included a review of related work of the audit committee and the Office of Audit. ***Findings/Conclusions:*** For the fiscal year ended June 30, 1975, ESF had assets valued at $4 billion and a gross income of $129 million ($115 million net). ESF income, assets, liabilities, or equity could not be audited. A limited audit was authorized of $14 million in administrative expenses. Fiscal year 1975 administrative expenses of $14.4 million were supported by appropriate documentation and properly accounted for and controlled in ESF records. The Secretary of Treasury decided it would be desirable to discontinue paying salaries and other administrative expenses from ESF resources. The Treasury Department supports proposed legislation that funds be appropriated to meet the administrative expenses associated with its international affairs function beginning with fiscal year 1979. This appropriation process would enable Congress to evaluate competing budgetary programs and establish overall priorities for the allocation of resources.

103490
General Accounting Office Publications, Volume II, No. 1. June 30, 1977. 106 pp.

Organization Concerned: Environmental Protection Agency.

103498
[Working Conditions for the Specimen Handling Activity of the National Human Monitoring Program for Pesticides]. B-133192. September 20, 1977. 3 pp.
Report to Douglas M. Costle, Administrator, Environmental Protection Agency; by Wilbur D. Campbell, Associate Director, GAO Community and Economic Development Division.

Issue Area: Consumer and Worker Protection (0900).
Contact: Community and Economic Development Division.
Budget Function: Health (550).
Abstract: Employees of the Environmental Protection Agency (EPA) handle specimens of human fatty tissue, blood serum, and urine in an office of the East Tower, EPA Headquarters. This office does not have adequate space or the proper equipment to provide a safe workplace. An accident, though remote, could endanger not only the employees of this particular office, but many others working in the building. The specimen handling activity is part of the National Human Monitoring Program for Pesticides in the Ecological Monitoring Branch of the Technical Services Division. The office has operated in the building since 1973. ***Findings/Conclusions:*** During November 1976 EPA's Occupational Safety and Health staff inspected the operation and recommended that, because of the potential health hazard associated with specimen samples, a variety of actions be taken as soon as possible, including: provide personal protective clothing and equipment as needed; develop a standard operating procedure for emergencies; include personnel in an occupational health program immediately; separate the office from the general work area; provide a laboratory exhaust hood or a biological safety cabinet to prevent exposure of personnel to etiologic agents; and provide a one-pass air system for the activity to prevent the spread of etiologic agents to other areas via the ventilation system. ***Recommendation To Agencies:*** EPA should take immediate steps to either provide the space and equipment recommended by the hygienists or move the operation to a suitable laboratory where there are more appropriate facilities to handle and store the specimen samples.

103504
Improvements Needed in the Administration of Farmers Home Administration's Water and Waste Disposal Program. CED-77-116; B-114873. September 1, 1977. 20 pp.
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Domestic Housing and Community Development (2100); Environmental Protection Programs (2200); Water and Water Related Programs (2500).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Area and Regional Development (452).
Organization Concerned: Department of Agriculture; Farmers Home Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Consolidated Farm and Rural Development Act, as amended (7 U.S.C. 1926 (Supp. V); 7 U.S.C. 1983 (Supp. V)). Federal Property and Administrative Services Act of 1949 (40 U.S.C. 471 et seq.).
Abstract: Lack of documentation prevents determination as to whether the Farmers Home Administration (FmHA) is complying with the "credit elsewhere provision of the water and waste disposal program. Borrowers' files are not always reviewed to determine the ability of borrowers to refinance their water and waste disposal loans. ***Findings/Conclusions:*** Borrowers were not requested to refinance their loans, and it could not be determined whether borrowers were being asked to seek credit elsewhere. Agency requirements for using reserve funds to repair or replace system components did not insure that water and waste disposal systems would remain viable for the loan repayment period. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrator of the FmHA to make recommendations to the Congress concerning the reasonableness of the statutory credit elsewhere provision as it applies to nonpublic water and waste disposal borrowers; require State offices to document all credit elsewhere determinations in borrowers' files and to review periodically water and waste loans for refinancing through other credit sources; establish procedures requiring that reserve funds consider the useful life and future replacement costs of system components; insure that all borrowers meet reserve fund provisions placed on them; stop using the percentage-of-construction-cost method of compensating engineers and require that all engineering fees be a fixed amount; and establish procedures to require State or district office audits of all final engineering fee payments to prevent engineers from receiving fees in excess of allowable amounts.

103513
Egypt's Capacity To Absorb and Use Economic Assistance Effectively. ID-77-33; B-125010. September 15, 1977. 25 pp. plus 11

appendices (22 pp.).
Report to Rep. Lee H. Hamilton, Chairman, House Committee on International Relations: Europe and the Middle East Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: Impact of U.S. Security Supporting Assistance Abroad (611); Food (1700).
Contact: International Division.
Budget Function: National Defense: Military Assistance (052); International Affairs: Foreign Economic and Financial Assistance (151). International Affairs: International Financial Programs (155)
Organization Concerned: Agency for International Development; Department of the Treasury; Department of Agriculture; Department of State.
Congressional Relevance: *House* Committee on International Relations: Europe and the Middle East Subcommittee; Congress; *Rep.* Lee H. Hamilton.
Abstract: U.S. assistance to Egypt has become a political symbol of evenhanded support among the Middle East adversaries. The economic impact of U.S. assistance depends on Egypt's development of economic reforms. ***Findings/Conclusions:*** The U.S. programs provide long term benefits through development projects. Short term balance-of-payment relief is provided through the Commodity Import Program and food aid. The most serious impediment to Egypt's development is its difficulty in mobilizing domestic resources. Egypt's accelerated development program will require it to stretch financial, material, and organizational resources to the limit. This could have a destabilizing effect if development is not accompanied by sound budgetary management. ***Recommendation To Congress:*** Congress should consider the merits of providing hard currency financing for the local costs of selected projects in the U.S. assistance program for Egypt. The following factors should be considered: (1) the U.S. level of assistance to Egypt is based on political considerations, not on Egypt's economic capacity to accelerate its development program; (2) the economic reforms enacted are expected to fall short in providing the increased savings required to accelerate Egyptian development; and (3) U.S. assistance to Egypt should include projects which will provide long term benefits.

103514
Legislation Extending and Revising the Authority of the Overseas Private Investment Corporation. September 8, 1977. 10 pp.
Testimony before the House Committee on International Relations: International Economic Policy and Trade Subcommittee; by J. K. Fasick, Director, GAO International Division.

Contact: International Division.
Organization Concerned: Overseas Private Investment Corp.
Congressional Relevance: *House* Committee on International Relations: International Economic Policy and Trade Subcommittee.
Authority: Foreign Assistance Act of 1961, sec. 231(1), as amended. Overseas Private Investment Corporation Amendments Act of 1974.
Abstract: Only limited success has been made by the Overseas Private Investment Corporation (OPIC) to increase private participation in its insurance programs. The private participation mandate established by the 1974 legislation probably cannot be attained. The 1974 legislation provides for OPIC's political risk insurance programs, which include expropriation, inconvertibility, and war risk, to be fully transferred to the private sector by December 31, 1980, with OPIC remaining solely as a reinsurer. The mandate established by the Overseas Private Investment Corporation Amendments Act of 1974 has placed OPIC in an unfavorable negotiating position, resulting in reduced premium income through redistribution to the private sector of substantial payments in reinsurance fees, with OPIC still remaining liable, as a reinsurer, for the bulk of its portfolio. The future of OPIC's political risk insurance program involves consideration of four alternatives: (1) continue to try for complete privatization, but provide deadlines more realistic than 1980; (2) modify the private participation provisions by recognizing the unlikelihood of ever being able to achieve 100% privatization; (3) abandon private participation; and (4) dissolve OPIC. Each of these actions would require either the repeal or amendment of the existing legislation. The dissolution of OPIC would also require that the existing contracts be assigned to another agency for liquidation.

103523
Adequacy of Toxic Substance Legislation in Assuring Manufacturing Worker Protection. B-109650. August 30, 1977. 5 pp.
Memorandum to Jack D. Arnold, Assistant Regional Manager, Field Operations Division: Regional Office (Norfolk); by Robert H. Hunter, Jr., Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Authority: Toxic Substances Control Act (15 U.S.C. 2601 et seq.). Federal Insecticide, Fungicide, and Rodenticide Act (7 U.S.C. 135 et seq.). Federal Food, Drug, and Cosmetic Act (21 U.S.C. 321 et seq.). Occupational Safety and Health Act of 1970 (29 U.S.C. 651 et seq.). H. Rept. 94-1341.

103580
[Merchandise Control System at the U.S. Embassy in Taipei, Taiwan]. FPCD-77-75. August 26, 1977. 8 pp. plus 2 enclosures (5 pp.).
Report to Leonard Unger, Ambassador, Department of State: U.S. Embassy, Taipei, Taiwan; by W. H. Sheley, Jr, Director, GAO International Division.

Issue Area: Facilities and Material Management (0700).
Contact: Federal Personnel and Compensation Division.
Budget Function: General Government: General Property and Records Management (0804).
Authority: Foreign Affairs Manual Circular 31/75. Foreign Affairs Manual Circular 378. Foreign Affiars Manual Circular 30/75.
Abstract: The merchandise control system administered by the U.S. Embassy in Taipei, Taiwan, was designed to control the importation, use, and disposal of duty-free commodities such as personal vehicles, other personal property, and liquor by U.S. Embassy and attached agency personnel in Taiwan. ***Findings/Conclusions:*** The Embassy's management controls on vehicle and other personal property sales and on gifts and liquor sales need improvement. In a review of sales of 60 vehicles, discrepancies were found in reporting of sales and purchase prices. These discrepancies should have been questioned. The examination of sales of personal property showed that a majority of items sold had been bought for personal use, as specified in regulations, but no profits were reported. Under present procedures, no verification is made of purchase or sales prices nor are reviews made to determine the length of time that items have been held. Procedures for insuring that profits are donated to charities, as required by regulations, were inadequate. Gifts given to persons outside the duty-free community did not always meet criteria specified in regulations. Liquor purchases were not adequately reviewed for potential black-marketing activities. ***Recommendation To Agencies:*** Embassy officials should request documentation to support acquisition costs and sales prices and require employees to furnish proof that excess proceeds from sales were donated to charities. Where cost or sales price data are out of line with market prices, special explanations should be required. A review process should be established to insure compliance with limits on gifts. Liquor limits should be reduced and procedures introduced to periodically review purchases.

103590
No Cafeteria for Federal Employees at Waterside Mall. LCD-77-349; B-95136. September 20, 1977. 4 pp. plus 3 appendices (23 pp.).
Report to Rep. Charlie Rose; by Robert F. Keller, Acting Comptroller General.

Issue Area: Facilities and Material Management (0700).
Contact: Logistics and Communications Division.
Budget Function: General Government: General Property and Records Management (0804).
Organization Concerned: General Services Administration; Environmental Protection Agency; Bresler-Reiner Co.: Town Center Management Corp.
Congressional Relevance: *Rep.* Charlie Rose.
Abstract: The General Services Administration (GSA) had been in contact with the Bresler-Reiner Companies as early as May 1970 concerning construction of a privately-owned building in the southwest area of Washington, D.C. for the Environmental Protection Agency (EPA). In June 1970, the Bresler-Reiner Companies notified GSA that the Waterside Mall and Tower complex was under construction and should be ready for occupancy by September 1971. Although GSA continues to negotiate to have the lessor install a cafeteria at the mall complex, a cafeteria appears to be no closer to being operational than it was when the lease was agreed to in February 1971. ***Findings/Conclusions:*** The lease provides that the cafeteria be installed in space not leased by GSA and be under the lessor's full control without cost to the Government. The Government has the right to install food facilities in the leased space, if deemed necessary. The lessor disagreed with various GSA positions on the cafeteria requirement; these disagreements have delayed resolution of the matter. The issue is currently pending before the GSA Board of Contract Appeals. EPA began to occupy the mall as the leased space was completed, beginning with 600 employees in August 1971. ***Recommendation To Agencies:*** The Administrator of GSA should establish a firm opening date for the operation of a lessor-installed cafeteria in non-Government leased space. If that date is not met, the Administrator should have a cafeteria established in Government-leased space.

103656
[Comments on the Proposed ‘‘National Climate Act of 1977]. B-100063. May 6, 1977. 2 pp.
Letter to Rep. Olin E. Teague, Chairman, House Committee on Science and Technology; by Paul G. Dembling, Acting Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Commerce.
Congressional Relevance: *House* Committee on Science and Technology; *Rep.* Olin E. Teague.
Authority: National Climate Act of 1977; H.R. 6669 (95th Cong.). P.L. 94-22. 5 U.S.C. 5702-04. H.R. 783 (95th Cong.).

103662
Supplement to Comptroller General's Report to the Congress, The Food Stamp Program--Overissued Benefits Not Recovered and Fraud Not Punished (CED-77-112 July 18, 1977). CED-77-112A; A-51604. August 31, 1977. 12 pp. plus 099 appendices (6 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Abstract: The Department of Agriculture did not dispute the basic thrust of an earlier GAO report on the food stamp program which indicated that proper actions are not being taken to recover overissuances (estimated at $590 million a year) and to punish recipient fraud. However, some of Agriculture's comments tend to obscure and minimize the report's message. ***Findings/Conclusions:*** Agriculture stated that the Administration's proposal for overhauling food stamp legislation included most of the legislative changes recommended in the GAO report. The Department, however, strongly disagreed with the GAO recommendation that States should retain a portion of Federal dollars overissued due to the State's own errors. Agriculture also proposed that the legislation be revised to make it easier to collect from States the value of food stamp benefits overissued because of State negligence. There is some doubt whether it would be feasible to monitor the States closely enough to identify a significant proportion of all overissuances that occur so that it could be determined whether States were negligent. It may not be reasonable to expect the States to expend the extra effort and money necessary to effectively identify and report overissuances to Agriculture if they will be required to repay the value of the overissuances.

103663
Stronger Controls Needed Over the Migrant and Seasonal Farmworkers Association Programs in North Carolina. HRD-77-84; B-177486. September 8, 1977. 28 pp. plus 2 appendices (15 pp.).
Report to Sen. Robert Morgan; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Programs for Special Target Populations (1304).
Contact: Human Resources Division.
Budget Function: Education, Manpower, and Social Services: Training and Employment (504).
Organization Concerned: Department of Labor; Migrant and Seasonal Farmworkers Association, Inc.
Congressional Relevance: *Sen.* Robert Morgan.
Authority: Comprehensive Employment and Training Act of 1973, title III, as amended (29 U.S.C. 873 (Supp. V)).
Abstract: The Migrant and Seasonal Farmworkers Association operates programs that provide employment and training services to farmworkers in North Carolina. Although most of the program goals have been met, many job placements lasted only a short time. In addition, the association's administrative costs in 1975 exceeded the 20% limit imposed by the Department of Labor's regulations. ***Recommendation To Agencies:*** The Secretary of Labor should: provide technical assistance to the association to make sure that administrative costs are properly classified; take corrective action regarding administrative costs that exceed the 20% limit and money paid to the training contractor that exceeds allowable training costs; and closely monitor association activities to make sure that only allowable costs are incurred under the grant. The Secretary should require the association to: work with vocational training contractors to improve attendance-certification practices; adhere to prescribed followup procedures for training participants; adhere to prescribed authorization and documentation requirements for employee travel reimbursement; provide that followup records be detailed enough to show why people did not stay in jobs found through the association; and provide that people referred to public assistance programs be recorded only if they are not already served by such programs.

103668

[Opportunities To Reduce the Ocean Transportation Costs of P.L. 480 Commodities]. B-95832. September 7, 1977. 9 pp. plus 2 appendices (3 pp.).
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Transportation Systems and Policies: National Policies and Programs (2406).
Contact: Community and Economic Development Division.
Budget Function: Commerce and Transportation: Water Transportation (406).
Organization Concerned: Commodity Credit Corp.; Maritime Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Cargo Preference Act of 1954 (P.L. 84-664). Agricultural Trade Development and Assistance Act of 1954 (P.L. 84-480).
Abstract: The Cargo Preference Act of 1954 requires that at least 50 percent of the tonnage shipped under U.S. Government-financed programs be carried on privately-owned U.S. flag vessels. A review of the Maritime Administration's regulation and monitoring of the U.S. Cargo Preference Laws involved the examination of the Department of Agriculture's compliance with this requirement for ocean shipments made under title I of the Agricultural Trade Development and Assistance Act of 1954. ***Findings/Conclusions:*** Generally, the Department of Agriculture was complying with the cargo preference requirement, and U.S. flag vessels were carrying at least 50 percent of the tonnage shipped under title I of the program. However, ocean freight differential payments, which totaled about $42 million in fiscal year 1976, could be reduced if greater consideration were given to a country's total commodity requirements when allocating shipments among U.S. flag and foreign flag vessels. Further savings appeared possible if, in addition to considering a particular country's requirements, consideration were also given to an entire geographic region's requirements. When freight rates for two or more purchase authorizations are available simultaneously, the Department should approve U.S. flag vessels for shipments involving the lower ocean freight rates and foreign flag vessels for shipments involving the higher ocean freight rates. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Office of the General Sales Manager to modify current procedures to consider a country's total commodity requirements in the shipment allocation process. The revised procedure should emphasize shipping commodities with the lowest ocean freight differential on U.S. flag vessels, whenever feasible, to meet the cargo preference requirement. The Offices of the General Sales Manager and Audit should expeditiously group countries by geographic areas to meet cargo preference requirements. If feasible, the geographic commodity requirements should be made an integral part of the shipment allocation procedure.

103672

[Comments on a Bill To Amend the Merchant Marine Act, 1936, To Require That Specified Percentages of United States Oil Imports Be Carried on United States Flag Vessels]. B-95832. April 5, 1977. 4 pp. plus 1 enclosure (1 p.).
Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Deputy Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Maritime Administration.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Rep.* John M. Murphy.
Authority: Merchant Marine Act [of] 1936, sec. 901, as amended (46 U.S.C. 1241). Military Transportation Act of 1904. Cargo Preference Act of 1954. H.R. 1037 (95th Cong.).

103675

[H.R. 7111, The Farm Production Protection Act of 1977]. B-126965, B-114824, B-114834. October 3, 1977. 7 pp.
Letter to Rep. Ed Jones, Chairman, House Committee on Agriculture: Conservation and Credit Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Agriculture; Federal Crop Insurance Corp.; Commodity Credit Corp.
Congressional Relevance: *House* Committee on Agriculture: Conservation and Credit Subcommittee; *Rep.* Ed Jones.
Authority: Farm Production Protection Act of 1977; H.R. 7111 (95th Cong.). Agricultural Act of 1970, as amended (42 U.S.C. 3122(b) (Supp.V)). (P.L. 92-310; 86 Stat. 201). Government Corporation Control Act (31 U.S.C. 846). P.L. 93-604. P.L. 92-463. 88 Stat. 1962. 12 U.S.C. 1150(a). 16 U.S.C. 590(b). 26 U.S.C. 451(d).

103676

Food Update, Volume 2, Issue 6. September 1977. 12 pp.
Edited by Mike Carlson and Jon Silverman.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration.
Authority: Ocean Pollution Environmental Research, Development, and Monitoring Act; H.R. 7878 (95th Cong.). Safe Drinking Water Act; S. 1528 (95th Cong.). Food and Agriculture Act; S. 275 (95th Cong.). Clean Water Act; H.R. 3199 (95th Cong.). Reclamation Act of 1902. Food, Drug, and Cosmetic Act. P.L. 95-84. P.L. 95-88. P.L. 95-96. P.L. 95-97. P.L. 95-104. P.L. 95-107. P.L. 95-106. S. 1280 (95th Cong.). S. 1616 (95th Cong.). S. 1614 (95th Cong.). S. 896 (95th Cong.). S. 1617 (95th Cong.). S. 1306 (95th Cong.). S. 1462 (95th Cong.). S. 1952 (95th Cong.). S. 1750 (95th Cong.).

103701

The U.S. Great Lakes Commercial Fishing Industry--Past, Present, and Potential. CED-77-96; B-177024. September 30, 1977. 58 pp. plus 8 appendices (40 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (306).
Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; Department of Health, Education, and Welfare; Department of State; Department of Transportation; Environmental Protection Agency; Small Business Administration.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Senate* Committee on Commerce; Congress.
Authority: Submerged Lands Act of 1953 (43 U.S.C. 1301). Black Bass Act (16 U.S.C. 851-56). Environmental Contaminants Act. Toxic Substances Control Act. Fish Restoration Act of 1950. Dingell-Johnson Act. Commercial Fisheries Research and Development Act of 1964. Fish and Wildlife Act of 1956. Merchant Marine Act [of] 1936, as amended. Fishermen's Protective Act of 1967.
Abstract: Overfishing, predators, contaminants, and increasingly restrictive State regulations have reduced the U.S. Great Lakes commercial fishing industry to a mere shadow of its former

prominence. At this time, there is little chance that the number of commercial fishermen or the commercial harvest from the Great Lakes will increase. ***Findings/Conclusions:*** Fish farming is not considered a viable alternative to traditional fishing in Great Lakes waters. Knowledge from continued research on harvesting and using less desirable or low-value species may encourage commercial fishermen to expand their harvest. The future of Great Lakes commercial fishing depends on the extent to which the Great Lakes States want to develop and maintain a viable commercial fishery. The State and Federal Governments have stocked the Great Lakes with hatchery-raised fish, which have not reproduced as much as expected. The States have allowed only limited harvest of these fish. Procedures for determining the availability of fish for harvest have been inadequate. Federal assistance geared to meet the requirements of State commercial fishery programs will help to improve the fishery. However, because the States have exclusive authority to manage the Great Lakes fishing industry in their respective waters, the Federal role is limited and it alone cannot direct the course or future of commercial fishing.

103704

California Drought of 1976 and 1977--Extent, Damage, and Governmental Response. CED-77-137; B-190188. October 19, 1977. 73 pp. plus 2 appendices (19 pp.).

Report to Rep. Leo J. Ryan, Chairman, House Committee on Government Operations: Environment, Energy, and Natural Resources Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands for Water Users (2503)

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Water Resources (301).

Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; California.

Congressional Relevance: *House* Committee on Government Operations: Environment, Energy, and Natural Resources Subcommittee; *House* Committee on Interior and Insular Affairs; *Senate* Committee on Environment and Public Works; *Rep.* Leo J. Ryan.

Authority: Community Emergency Drought Relief Act of 1977 (P.L. 95-31). Emergency Drought Act of 1977 (P.L. 95-18). Supplemental Appropriations Act of 1977 (P.L. 95-26). Emergency Fund Act of 1948 (P.L. 80-790). Consolidated Farm and Rural Development Act. Soil Conservation and Domestic Allotment Act. P.L. 74-46. P.L. 92-419.

Abstract: With the drought persisting through 1976 and 1977, surface water supplies in some parts of California dwindled sharply, and large quantities of groundwater were extracted to make up the shortage. The drought did the most damage to California's agriculture, especially the livestock industry. Federal, State, and local government response has been generally adequate to cope with the drought. ***Findings/Conclusions:*** The State water plan shows that dependable water supplies will not provide for State needs through the year 2000, even if certain conditions are met. These conditions include completion of planned Federal, State, and local surface and groundwater projects, as well as reclamation and reuse of wastewater. To compensate, more groundwater will have to be extracted than is replaced. Continued, excessive extraction of groundwater can lead to land subsistence, poor water quality, and high energy costs as pumping depths increase. State-proposed alternatives to drawing more groundwater could make up much of the projected deficit, but whether such alternative supplies can be made available or the planned water projects will be developed is questionable. Substantial Federal investment in water resources development will be required to implement the State plan. ***Recommendation To Agencies:*** The Secretary of the Interior should request the State and other applicable agencies, as they consider necessary, to establish a task force to reexamine the State plan to determine the best ways to meet the projected future water demands.

103760

Farmers Home Administration's Business and Industrial Loan Program Can Be Improved. CED-77-126; B-114873. September 30, 1977. 65 pp. plus 4 appendices (12 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development (2100).

Contact: Community and Economic Development Division.

Budget Function: Community and Regional Development: Area and Regional Development (452).

Organization Concerned: Farmers Home Administration.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Rural Development Act of 1972 (P.L. 92-419). Consolidated Farm and Rural Development Act, as amended (7 U.S.C. 1932 (Supp. II)).

Abstract: The business and industrial loan program of the Farmers Home Administration (FmHA) was established to help to save and create jobs in rural areas. The Congress appropriated and the agency obligated about $550 million in loans during fiscal years 1974 and 1975, of which $117 million was designated for programs in Alabama, Arkansas, Georgia, Louisiana, Mississippi, and Tennessee. ***Findings/Conclusions:*** The Congress needs accurate data to judge the program's effectiveness. Although the agency reported that 29,800 jobs were saved and created in fiscal year 1975, data supplied by the borrowers on approved loans showed that only about 11,100 jobs were saved and created. The higher number included figures for loans which had not been approved or which had been deobligated as of June 30, 1976. Further, the job data supplied by borrowers for 27 loans reviewed was overstated by more than 100 percent. The agency is developing a management information system for all its programs, but the accuracy of the information put into the system needs to be verified. ***Recommendation To Agencies:*** The FmHA could take a number of actions to more accurately report accomplishments so that the Congress can better determine the program's effectiveness, improve loan application assessments, provide better loan servicing, and increase guidance to borrowers. In addition, action could be taken to attain enough qualified staff.

103965

The National School Lunch Program. B-189930. September 30, 1977. 11 pp. plus appendices (12 pp.).

Testimony before the Senate Select Committee on Nutrition and Human Needs; by Dean K. Crowther, Deputy Director, GAO Program Analysis Division.

Contact: Program Analysis Division.

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Senate* Select Committee on Nutrition and Human Needs.

Authority: Transportation Act of 1940, as amended (49 U.S.C. 66). Budget and Accounting Act [of] 1921 (31 U.S.C. 49; 31 U.S.C. 66). 4 C.F.R. 52.3.

Abstract: One purpose of the National School Lunch Program (NSLP) is to safeguard schoolchild health by improving or maintaining levels of nutrition. A specified food pattern is required for the Type A Lunch which is expected to provide one-third of a child's daily nutritional needs. The program can help to reduce problems arising from malnutrition, but research is needed to extend knowledge of effects of nutrition on health. The Department of Agriculture has not completed a satisfactory evaluation of the impact of NSLP on schoolchild health. NSLP is an important part of nourishment for many children but, because of the diversity of nutritional problems, the standard lunch may not be the best approach. The present Type A pattern for lunches cannot be relied upon to provide one-third of a child's recommended dietary allowance. Less than 60 percent of children enrolled in NSLP schools participate in the program, and about 15 percent of lunches bought are thrown away. The Secretary of Agriculture should: conduct a study to determine nutritional standards to safeguard health, prescribe meal requirements in terms of nutritional standards, and promote nutrition education.

103982

[Federal Disaster Relief Programs]. CED-78-13; B-114824. November 17, 1977. ***Released*** September 8, 1978. 1 p. plus appendices (14 pp.).

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources for High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Agricultural Stabilization and Conservation Service; Commodity Credit Corp.; Federal Crop Insurance Corp.; Federal Disaster Assistance Administration.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Herman E. Talmadge.
Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221). Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 913; 91 Stat. 955). Federal Advisory Committee Act of 1972 (P.L. 92-463; 90 Stat. 1983). Agriculture Act of 1970 (7 U.S.C. 135b note). Agriculture Act of 1949, as amended. Disaster Relief Act of 1974. P.L. 86-299. P.L. 93-288. 88 Stat. 148. 73 Stat. 574. 63 Stat. 1055. 42 U.S.C. 5145. H.R. 7111 (95th Cong.). H.R. 7247 (95th Cong.). S. 1647 (95th Cong.). S. 1575 (95th Cong.).
Abstract: Information on Federal disaster relief programs, which is based on data contained in GAO-issued reports and a report soon to be issued and in Department of Agriculture (USDA) reports, is submitted for inclusion in a Senate Committee on Agriculture, Nutrition, and Forestry print. The material includes information on: protecting against production loss; protecting against loss from disease, poisoning, or contamination; providing emergency credit assistance; and providing emergency livestock feed assistance. Federal protection against production loss is provided in the form of the Commodity Credit Corporation's (CCC) disaster payment program and the Federal Crop Insurance Corporation's crop insurance program. The Agricultural Stabilization and Conservation Service (ASCS) provides protection against loss from disease, poisoning, and contamination through its beekeeper indemnity payment program. Emergency credit assistance is provided through the Farmers Home Administration's emergency loan program. Emergency livestock feed assistance is provided through the emergency livestock feed program administered by CCC, the Department of Housing and Urban Development's Federal Disaster Assistance Administration's (FDAA) emergency feed program, the FDAA hay transportation assistance program administered by ASCS, and the FDAA cattle transportation assistance program, also administered by ASCS.

103983

Food Waste: An Opportunity To Improve Resource Use. October 1977. 2 pp.
by Steven Sternlieb.
In Food Update, vol. 2, issue 7, pp. 5, 6.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.

103985

Hungry Nations Need To Reduce Food Losses Caused by Storage, Spillage, and Spoilage. October 1977. 2 pp.
In Food Update, vol. 2, issue 7, pp. 7, 8.

Contact: International Division.
Organization Concerned: Agency for International Development; Department of Agriculture; Department of State.

104006

Improvements Needed by the Water Resources Council and River Basin Commissions To Achieve the Objectives of the Water Resources Planning Act of 1965. CED-78-1; B-167941. October 31, 1977. 14 pp.

Report to Cecil D. Andrus, Secretary, Department of the Interior; Cecil D. Andrus, Chairman, Water Resources Council; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands for Water Uses (2503)
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Water Resources (301).
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Environment and Public Works.
Authority: Water Resources Planning Act of 1965.
Abstract: Twelve years after the passage of the Water Resources Planning Act of 1965, only limited progress has been made in carrying out its purposes. None of the river basin commissions, for example, has completed a comprehensive water plan for its entire region. Although the Water Resources Council is required to review these plans, it still has not determined how it will conduct the reviews, nor has it reviewed the partial plans that it has received. ***Recommendation To Agencies:*** The Chairman of the Water Resources Council and the chairmen of the river basin commissions should jointly prepare guidelines for the preparation and review of comprehensive, coordinated joint plans and priority reports, and for the clarification of the working relationship among the Council, river basin commissions, the States, and their members. In a minimum, the guidelines should include: a description of the essential elements to be included in regional plans; a format included in regional plans; a format so that plans may be compared among regions; and a procedure detailing how these plans will be reviewed, processed, and used at the various levels of Government. The Chairman of the Council should encourage the Director of the Council and individual members of the Council of Representatives to take a more aggressive role in bringing unresolved matters to the attention of the Council of Members for resolution.

104008

[Proposed Legislation To Authorize the Establishment of a Fishermen's Gear Compensation Fund To Cover Damages Resulting From Outer Continental Shelf Oil and Gas Exploration, Development, and Production]. B-127124. October 26, 1977. 3 pp.

Letter to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; by Robert F. Keller, Deputy Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Department of the Interior; Department of Commerce.

Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *Rep.* John M. Murphy.
Authority: Outer Continental Shelf Lands Act. H.R. 8903 (95th Cong.). H.R. 1614 (95th Cong.). S. 9 (95th Cong.).

104045
Food Additive, Acrylonitrile, Banned in Beverage Containers. HRD-78-9; B-164031(2). November 2, 1977. ***Released*** November 9, 1977. 17 pp.
Report to Rep. Toby Moffett; by Paul G. Dembling, Acting Comptroller General.

Issue Area: Consumer and Worker Protection: Safety of Food Additives (0905); Food (1700).
Contact: Human Resources Division.
Budget Function: Health: Prevention and Control of Health Problems (0553).
Organization Concerned: Food and Drug Administration.
Congressional Relevance: *Rep.* Toby Moffett.
Authority: Food, Drug, and Cosmetic Act, as amended; Food Additives Amendment of 1958 (21 U.S.C. 348). 21 C.F.R. 170.3(e). 21 C.F.R. 170.22.
Abstract: Acrylonitrile is a volatile, clear liquid, which can be formed into more complex compounds known as polymers that are used to make various plastic articles. Beverage bottles made of acrylonitrile copolymers are lightweight, do not cause injury if broken, and are, therefore, desirable to consumers. A characteristic of such bottles, however, is that after polymerization, a small amount of residual acrylonitrile that has not combined with other monomers remains in the plastic and may become part of the substance in the bottle. Some acrylonitrile copolymers also depolymerize to some extent, allowing additional acrylonitrile to migrate to the food. ***Findings/Conclusions:*** In January 1977, Food and Drug Administration (FDA) officials decided that the use of acrylonitrile in making plastic bottles for carbonated beverages and beer should be banned and that all other acrylonitrile uses should be restricted to a maximum permissible migration level of 0.05 ppm. On March 7, 1977, the Monsanto Company filed a motion in the U.S. Court of Appeals requesting a review of the suspension by FDA of its regulation authorizing the use of acrylonitrile in bottles intended to hold soft drinks. In its motion, the Monsanto Company maintained that FDA had not followed the procedures required by section 409 of the Federal Food, Drug, and Cosmetic Act in suspending the regulation. The primary issue of this motion was whether FDA could remove a previously lawful product from the market without notice and opportunity for affected parties to contest the action. The court ordered that the FDA suspension of the regulation be lifted until May 18, 1977, and that FDA hold the required public hearing promptly. The outcome was that acrylonitrile copolymers used to fabricate beverage containers were judged to be food additives and were not safe for use in food. FDA terminated all regulations which permit acrylonitrile in beverage containers.

104055
Coffee: Production and Marketing Systems. ID-77-54; B-175530. October 28, 1977. 63 pp. plus 7 appendices (28 pp.).
Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Balance of Trade (0602); Food: Federal Food Policy Decisionmaking Structure (1715).
Contact: International Division.
Budget Function: International Affairs: Conduct of Foreign Affairs (152).
Organization Concerned: Department of the Treasury; Economic Research Service; Department of Commerce; Department of State; Federal Crop Insurance Corp.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Commodity Futures Trading Commission Act of 1974 (7 U.S.C. 4(a)).
Abstract: Coffee is produced in 53 countries and territories and is vital to the economies of many underdeveloped countries that produce it. In 1976, its export value was more than $8 billion, second in value only to petroleum in international commodity trade. Over half of Colombia's and El Salvador's 1976 export earnings were from coffee. ***Findings/Conclusions:*** The United States has joined the 1962, 1968, and 1976 International Coffee Agreements primarily to help stabilize prices and export income of the developing producing countries. Although fluctuations in the price of exported coffee appear to be in response to anticipated availability of coffee, the policies and procedures of exporting countries influence availability and create pressures on price. The use of minimum export prices, export taxes, and other measures has occasionally limited the availability of a country's coffee supply to the world market. The Department of State has primary responsibility for formulating U.S. policy on coffee and coffee-exporting countries. It represents the United States in the International Coffee Organization which administers the International Coffee Agreement. The Departments of Agriculture and Commerce are responsible for monitoring the coffee commodity situation by collecting data and information on coffee production and marketing. Although some gaps and weaknesses exist, data and information collected and compiled by the Government are sufficient to analyze current supply and demand.

104057
U.S.-Japanese Trade Relations: Some Reflections, Autumn, 1977. October 31, 1977. 13 pp.
Speech before the Association for Asian Studies, Mid-Atlantic Regional meeting, Princeton, NJ.

Authority: Trade Act of 1974.
Abstract: Trade relations between Japan and the United States are becoming increasingly difficult as are trade relations between Japan and most industrialized countries. Last year, Japan ran a $9.9 billion trade surplus with the world, and forecasts for this year are that the figure may swell to $15 billion. By contrast, the forecast for the United States this year is that it might run a deficit of some $25 to $30 billion. The forecast for the bilateral balance between the United States and Japan is that it may amount to a $5 billion surplus for Japan. At present, Japan has 70 percent of its imports in raw materials and 95 percent of its exports in manufactured goods, compared to 32 percent of imports for the United States in raw materials and 72 percent of U.S. exports in manufactured goods. It is vitally important that the Japanese government exercise leadership in encouraging the import of manufactured goods. Differences in wage rates have been a cause of the problems in trade with Japan, but as the Japanese wage rates rise, Taiwan, Korea, Hong Kong, and Singapore have taken Japan's place as low-wage sources of manufactures. Differences in the modernness of plant layout and equipment are also a significant part of the problem. However, while this is a key statistic for the Japanese Government in developing tax policy, the United States has no information on this critical factor in competitive performance. In addition, far less time is lost in work stoppages in Japan than in the United States.

104242
A Better Way for the Department of Agriculture To Inspect Meat and Poultry Processing Plants. CED-78-11; B-163450. December 9, 1977. 40 pp. plus 10 appendices (57 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Standards, Laws, and Regulations Enforcement (903); Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture; Food Safety and Quality Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Federal Meat Inspection Act, as amended (21 U.S.C. 601 et seq.). Poultry Products Inspection Act, as amended (21 U.S.C. 451 et seq.). Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301 et seq.). Agricultural Marketing Act of 1946 (7 U.S.C. 1621 et seq.). Fish and Wildlife Act of 1956. P.L. 87-718. 70 Stat. 663. 7 U.S.C. 450. 16 U.S.C. 742a et seq.. 50 C.F.R. 260.97(d). 50 C.F.R. 260.103(f). 9 C.F.R. 318.4a.
Abstract: The Federal meat and poultry inspection program provides for inspection of meat and poultry products moving in interstate and foreign commerce. Inspection is essential to protect the health and welfare of consumers and is carried out at slaughter and processing plants. The total Federal meat and poultry inspection cost has increased rapidly in the last several years--from about $135 million in 1970 to about $242 million in 1976--an increase of 79 percent. ***Findings/Conclusions:*** Under current procedures of the Department of Agriculture's Food Safety and Quality Service, most processing plants are inspected daily, even though an inspector may only spend a few hours each day at a plant. The Service's inspection resources could be used more efficiently and effectively if inspection frequency at processing plants was tailored to the inspection needs of individual plants. Periodic unannounced inspections would allow the Service to inspect more plants or inspect plants needing upgrading more frequently. Upgrading certain plants would provide greater assurance that consumers are getting wholesome, unadulterated, and properly branded products. Any system of periodic unannounced inspections should require an inplant quality control system. The authority to require plant managements to develop and carry out adequate, reliable quality control systems should be coupled with authority to apply strong penalties or sanctions when plant managements fail to carry out their responsibilities under these systems. ***Recommendation To Congress:*** Congress should amend the Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize the Secretary of Agriculture to: make periodic unannounced inspections of meat and poultry processing plants; require meat and poultry processing plants to develop and implement quality-control systems; and withdraw inspection or impose civil penalties of up to $100,000 for processing plants failing to take appropriate action when the quality-control system identifies a deficiency or when plants fail to comply with inspection requirements. If Congress amends the acts, the Secretary should develop criteria for deciding the optimal inspection frequency for individual processing plants and for assessing penalties within the provisions of the acts. The Secretary should, in cooperation with industry, develop criteria for determining the quality-control systems needed at various types and sizes of processing plants.

104243
The Federal Crop Insurance Program Can Be Made More Effective. FOD-77-7; B-114834. December 13, 1977. 37 pp. plus 8 appendices (13 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Contact: Field Operations Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Agriculture and Consumer Protection Act of 1973 (P.L. 93-86; 87 Stat. 221). Rice Production Act of 1975 (P.L. 94-214; 90 Stat. 183). Federal Crop Insurance Act of 1938 (7 U.S.C. 1501).
Abstract: Federal crop insurance indemnities would provide little economic relief to the Nation's agricultural producers in the event of widespread crop failures. A major change in basic program objectives is necessary if the Federal Crop Insurance Corporation's (FCIC) insurance program is to attain widespread acceptance. ***Findings/Conclusions:*** Under the current program, production guarantees and basic premium rates are set on a county or areawide basis. In crop year 1974, FCIC provided about $1.2 billion of protection on agricultural crops, while a total of $40.1 billion was derived from agricultural crop sales. When adverse weather conditions caused widespread damage in 1974, producers suffered production losses on five major crops valued at $6.9 billion, of which an estimated $420 was incurred by insured farmers. FCIC paid insured producers about 12 percent of the estimated value of their lost production. The Federal crop insurance program has not attained the high degree of national acceptance and participation from agricultural producers essential to a sound insurance program. Because FCIC sets production guarantees and basic premium rates for most crops on the basis of the estimated productive capability of land areas and countywide loss history, production guarantees and rates are too high for some producers and too low for others. Establishing the same production guarantee for all producers in the area encourages greater participation by those producers whose average yield is at or below the average yield of the group. ***RecommendationTo Agencies:*** The Secretary of Agriculture and the FCIC Board of Directors should develop a personalized crop insurance program with production guarantees and premiums based on the producer's prior yield history.

104244
National Nutrition Issues. CED-78-7; B-164031(3). December 8, 1977. 59 pp. plus 2 appendices (22 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.
Issue Area Food: (1700)

Contact: Community and Economic Development Division.
Budget Function Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry.
Authority: National Consumer Health Information and Health Promotion Act (P.L. 94-317). Food and Agriculture Act of 1977 (P.L. 95-113). Federal Food, Drug, and Cosmetic Act, as amended. National School Lunch Act.
Abstract: The United States is fortunate in that most citizens have access to nutritious, safe food. Its citizens are among the best fed in the world, and it has many Government agencies and programs designed to assure food supply, to make food available to those in need, and to ensure food safety. Over the past 10 years the Nation's concern about food has increasingly turned from basic supply to adequate nutrition. Inadequate nutrition has become more and more linked with this country's leading causes of death. As these links have been better defined, it is apparent that adequate nutrition is an integral part of preventive disease protection. The United States has no formal, written nutrition policy. Rather, it has a de facto policy which is, in effect, a piecemeal series of programs instituted over the years, often because of a sense of emergency and with little thought given to its interaction or relationship with existing programs. The existing programs clearly would be part of any structured nutrition policy, albeit in different forms. Issues that should be considered include: the extent of the role nutrition considerations should play in food and health policy

decisions; whether a more formal nutrition policy should be adopted with explicitly stated goals and objectives; whether a central authority or a formal coordinating group for nutrition matters should be established; and how far the Government should intercede in promoting dietary practices.

104252
More and Better Uses Could Be Made of Billions of Gallons of Water by Improving Irrigation Delivery Systems. CED-77-117; B-114885. September 2, 1977. 28 pp. plus 3 appendices (16 pp.).
Report to Congress; by Elmer B. Staats, Computer General.

Issue Area: Water and Water Related Programs: Water Conservation and Reuse Programs (2504).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of Agriculture; Department of the Interior.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; Congress.
Authority: Reclamation Act of 1902 (43 U.S.C. 391). Rehabilitation and Betterment Act of 1949, as amended (43 U.S.C. 504). Small Reclamation Projects Acts of 1956, as amended (43 U.S.C. 422a et seq.). Distribution System Loans Act of 1955, as amended (43 U.S.C. 421b).
Abstract: Agricultural irrigation uses 83 percent of water consumed in the United States. Large amounts of water transported to farms are wasted annually because of inefficient delivery systems which seep water. ***Findings/Conclusions:*** The seepage problem exists throughout the West and causes a loss of water for beneficial purposes. Federal projects supply water to only about one-fifth of the total irrigated western lands and, therefore, cooperation among State, local and Federal agencies is necessary to lessen seepage. In 1975, the Bureau of Reclamation reported a loss of 2,600 billion gallons of water during delivery, primarily through seepage. Federal agency programs related to this problem are not specifically designed or administered to effectively deal with it. Since the Department of the Interior accounts for 90 percent of Federal financial involvement in projects involving irrigation, it should take the lead in promoting better management practices in this area. A program for improved water conveyance systems should be designed to: improve the accuracy of reported seepage data; consider overall basinwide effects of conveyance system improvements, including more definitive criteria for selecting the systems to improve; and identify and resolve institutional and legal constraints hampering improvements to water conveyance systems. ***Recommendation To Agencies:*** The Secretary of the Interior should take the lead in identifying all aspects of the water conveyance system problem and devising a comprehensive action program to improve system efficiency. The Department should direct the interagency task force which is being established to consider solutions to inefficient irrigation practices to also consider solutions to inefficient conveyance systems, including the development of coordinated Federal, State, and local objectives, policies, and action plans.

104256
Potential Effects of a National Mandatory Deposit on Beverage Containers. PAD-78-19; B-166506. December 7, 1977. 59 pp. plus 2 appendices (22 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Solid Waste Disposal and Resource Recovery (2206).
Contact: Program Analysis Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (0304).
Organization Concerned: Environmental Protection Agency; Department of Energy; Council on Environmental Quality.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Commerce, Science, and Transportation; Congress.
Authority: 40 C.F.R. 244.
Abstract: Proposals have been introduced in Congress since 1970 to require refundable deposits on all beverage containers in order to reduce litter and waste. A mandatory deposit system would change the national beverage system from about 25 percent to 100 percent deposit containers. ***Findings/Conclusions:*** Some changes expected to result from required deposits on beverage containers are: reductions in litter and solid waste; a rise in empty container handling costs for retailers, wholesalers, and beverage producers; and increased income for industry due to failure of consumers to return all containers. Changes which would be dependent on the number of new containers manufactured are reductions in raw material consumption, energy use, and system costs for containers, and increases in system costs for using more refillable bottles. There would be increases in capital and labor costs, but these would be more than offset by the decrease in new container purchases and retained deposits. After the initial capital costs, there would be a considerable decrease in costs. There would probably be decreases in bottle production which would cause job losses, but these would be offset by increased employment in beverage industries and retail stores. ***Recommendation To Congress:*** If legislation for a mandatory deposit on beverage containers is enacted, it should include: a deposit imposed on all beverage containers, a lead-in period for implementing the law to help industry convert its facilities, funds to inform the public about the need to return containers, enhanced access to retraining programs and unemployment compensation for areas with employment problems resulting from the legislation, some money from unredeemed deposits placed in a fund for municipalities to clean up litter and solid waste, analyses of effects after implementation, and a mechanism to encourage can recycling.

104258
Palmetto Bend Dam and Reservoir: Need for Improved Analysis of Alternatives and Cost Data. PSAD-78-43; B-125042. December 16, 1977. 18 pp. plus 4 appendices (7 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Federal Procurement of Goods and Services: Notifying the Congress of Status of Important Programs (1905); Water and Water Related Programs (2500).
Contact: Procurement and Systems Acquisition Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Interior; Bureau of Reclamation.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.
Authority: P.L. 90-562.
Abstract: The Palmetto Bend Dam and Reservior project at Jackson County, Texas, is designed to provide municipal and industrial water, fish and wildlife benefits, and recreational opportunites. The Bureau of Reclamation is responsible for its construction. ***Findings/Conclusions:*** Since its authorization in 1968, the project's estimated cost has doubled, and additional cost is expected. The Bureau has not maintained records summarizing cost growth by inflation, engineering, scope, schedule, and changes in estimates. Also, the completion date for the project was advanced 27 months, from June 1977 to September 1979, because of a lack of funds to allow for an award for construction in 1972, the Bureau's decision not to award any new large contract for 1974, and an injunction

halting construction during 1975. Authorization of the project was based on projections of population and industrial expansion which proved to be too optimistic. The project's development plan did not adequately consider all possible alternatives; the only alternative considered was financing the same project by private funds. ***Recommendation To Agencies:*** The Secretary of the Interior should: instruct the Bureau to maintain records that accurately summarize the reasons for cost growth and provide the results to Congress during annual appropriation hearings; require the Commissioner of Reclamation to implement procedures that would reanalyze Bureau projects based on updated data; and direct the Commission to provide Congress with supplemental data relating to cost, schedule, and performance on alternatives not selected for future municipal and industrial water-supply projects.

104259

National Water Quality Goals Cannot Be Attained Without More Attention to Pollution From Diffused or Nonpoint Sources. CED-78-6; B-166506. December 20, 1977. 29 pp. plus 8 appendices (18 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Costs/Benefits of Achieving Environmental Protection Standards (2203).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (3 304).

Organization Concerned: Environmental Protection Agency.

Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.

Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 33 U.S.C. 1251 et seq. (Supp. V)).

Abstract: Nonpoint sources of pollution involve pollutants such as sediment, acid mine drainage, and pesticides carried into streams by storm runoff. Discharges of nonpoint pollution can occur anywhere along a water body in contrast to sources where the point of discharge is from a conduit; as a result, nonpoint sources are more difficult to control. ***Findings/Conclusions:*** The best way to control nonpoint pollution is to prevent as much of it as possible from reaching the water through proper management of the land. More attention is needed to control this type of pollution because it can render streams unfit for fishing and swimming according to goals set for 1983. State and local agencies are not using adequate data for planning solutions to this problem. Since total funds for water pollution control are limited, better data are needed to set priorities and evaluate alternatives. The lack of data available on nonpoint sources of pollution is attributable to past and current emphasis on controlling point sources of pollution. ***Recommendation To Agencies:*** The Administrator of EPA should: initiate a program to provide for the collection of adequate data on relationships among sources of water pollution and expected impacts of control techniques; assess the resources EPA and State and local planning agencies need to collect adequate data; develop legislative proposals to provide planning agencies adequate time and funds to conduct proper planning; promote interest and involvement in nonpoint planning and control at high levels within other Federal agencies; develop procedures to identify budgeted and actual expenditures related to nonpoint planning and control; and place responsibility for administering the program at a higher level within EPA. Congress should address itself to questions concerning the adequacy of Federal funds for nonpoint source pollution control and, if funds are to be provided, determine what criteria should be used to determine eligibility.

104279

Review of Seed Money Grant Programs: HEW and Others. B-146285. November 25, 1977. 2 pp.

Memorandum to by Steve Sorett, Attorney-Adviser, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.

Authority: Rehabilitation Act of 1973 (P.L. 93-112; P.L. 94-230). Federal Boat Safety Act of 1971 (P.L. 92-75; P.L. 94-340). Urban Rat Control, Public Health Service Act (P.L. 94-317). Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351). Rural Health Program, Public Health Services Act. P.L. 78-410. P.L. 89-749. P.L. 90-174. P.L. 91-515. P.L. 94-63. S. Rept. 94-29. S. Rept. 90-1097. S. Rept. 94-330. S. Rept. 92-24. H. Rept. 94-721.

104283

Summary of Open GAO Recommendations for Legislative Action as of September 30, 1977. OCR-78-1003; B-185993. December 5, 1977. 207 pp.

Report to Congress; by Elmer B. Staats, Comptroller General.

Contact: Office of Congressional Relations.

Budget Function: General Government: Legislative Functions (801).

Congressional Relevance: Congress.

Authority: Agricultural Act of 1970. Commodity Futures Trading Commission Act of 1974. Federal Aid Highway Amendments of 1974. Flood Disaster Protection Act of 1973. Housing and Community Development Act of 1974. Immigration and Nationality Act. Indian Education Act of 1972. Motor Carrier Act [of] 1935. Reclamation Act of 1902.

Abstract: Summaries of reports containing recommendations for legislative action which were not acted upon were presented to assist congressional committees in overseeing Federal programs and activities. ***Findings/Conclusions:*** Reports summarized dealt with: agriculture--benefits to farmers, reporting systems, program administration and evaluation; commerce and transportation--safety regulations, energy conservation, airline costs, and finances; community and regional development; education, manpower, and social services; general government--personnel management, procurement, and immigration policy; general science, space, and technology; health--safety regulations, health care, and mental health programs; income security--social security, welfare, and child care; interest--interest rates and public debt; international affairs; law enforcement and justice; national defense--defense contracts, preparedness, and military personnel; natural resources, environment, and energy--conservation, land acquisition, and pollution control; revenue sharing and general purpose fiscal assistance; proposed amendments to the Impoundment Control Act of 1974; internal audits; and veterans benefits and services.

104302

Credit Programs for Small Farmers in Latin America Can Be Improved. ID-77-1; B-159652. December 9, 1977. 33 pp. plus 4 appendices (12 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (603) Food: Agriculture Productivity and Resource Availability (1702); Food: Alleviating Famine and Malnutrition Abroad (1706).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); Agriculture: Farm Income Stabilization (351).

Organization Concerned: Agency for International Development.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.

Authority: Foreign Assistance Act of 1973.

Abstract: Providing credit to small farmers is one way the Agency for International Development (AID) has implemented the congressional mandate to improve the lives of the poorest people in developing nations. AID has been successful in providing credit to small farmers in Latin America, but more can be done by better identifying small farmer target groups and by developing consistent and more appropriate criteria for qualifying small farmer recipients of credit assistance. ***Findings/Conclusions:*** The United States has provided about $54 million of credit assistance yearly to rural credit programs, about two-thirds of which has gone to Latin America. The objective is to increase the food production and income of small farmers by providing credit to operators of small farms who are considered too high a risk to receive credit from the traditional banking systems. Interest rates charged to farmers on AID-funded loans were generally lower than those of local financial institutions. Economic, social, and other conditions vary so widely from country to country that adopting rigid guidelines for identifying farmer target groups is not practical; thus. some degree of flexibility is needed. However, broadly defined target groups and criteria for direct credit aid to farmers should be refined so that AID can better meet its objective of getting credit aid down to more small farmers and to be more responsive to the overall objective of aiding the poorest majorities. ***Recommendation To Agencies:*** The Administrator of the Agency for International Development should follow up on recent AID initiatives to delineate more clearly small farmer target groups and to see that the definition of target groups in future small farmer credit programs is consistent with the Agency's overall policy and poverty benchmarks.

104418

[Protest Against Total Set-Aside for Small Business]. B-190211. November 23, 1977. 4 pp.

Decision re: Hawthorn Mellody, Inc.; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Procurement Law I.

Organization Concerned: Veterans Administration: VA Domiciliary, Brecksville, OH; Hawthorn Mellody, Inc.

Authority: Small Business Act, sec. 15 (15 U.S.C. 644). 4 C.F.R. 20.2(b). 41 C.F.R. 8-1.706-5. 41 C.F.R. 8-2.407-50. 41 C.F.R. 8-1.706-3. B-190295 (1977). B-187501 (1977). B-184296 (1975). B-161797 (1967). B-164931 (1968). B-187137 (1976). 53 Comp. Gen. 307. 41 Comp. Gen. 306.

Abstract: The protester objected to the total set-aside for small business of a procurement for the purchase of dairy products. Since the protest was filed after bid opening, it was untimely. The agency may properly award the contract to small business even though only one eligible bid was received, and the price was reasonable.

104525

[Review of General Services Administration Contract with Government Services, Inc.]. B-114820-O.M.. December 14, 1977. 5 pp.

Memorandum to Fred J. Shafer, Director, Logistics and Communications Division; by Paul G. Dembling, General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.

Organization Concerned: General Services Administration; Government Services, Inc.

Authority: Federal Property and Administrative Services Act of 1949 (40 U.S.C. 490). (P.L. 92-313; P.L. 94-541; 31 U.S.C. 483a). 40 U.S.C. 612a(5). 42 U.S.C. 3131. 49 U.S.C. 1602a(b). 10 U.S.C. 6223. 18 U.S.C. 4122.

104532

[Review of the Legality of the Department of Agriculture's Proposed Sugar Support Program]. B-118622. October 3, 1977. 7 pp.

Letter to Sen. Hubert H. Humphrey; by Robert F. Keller, Acting Comptroller General.

Contact: Office of the General Counsel: General Government Matters.

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Sen.* Hubert H. Humphrey.

Authority: Agricultural Act of 1949 (7 U.S.C. 1447) Food and Agriculture Act of 1977; S. 275 (95th Cong.). S. Rept. 95-418. B-118622 (1977). 42 Fed. Reg. 30409.

104554

Need To Minimize Risks of Using Salt Caverns for the Strategic Petroleum Reserve. EMD-78-25; B-178205. January 9, 1978. 13 pp.

Report to Secretary, Department of Energy; by Monte Canfield, Jr, Director, GAO Energy and Minerals Division.

Issue Area: Energy: Role of Fossil Fuels in Meeting Future Needs (1609).

Contact: Energy and Minerals Division.

Budget Function: Natural Resources, Environment, and Energy: Energy (305).

Organization Concerned: Federal Energy Administration.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Energy and Natural Resources.

Authority: Energy Policy and Conservation Act (P.L. 94-163).

Abstract: The Energy Policy and Conservation Act requires the Federal Energy Administration (FEA) to create a Strategic Petroleum Reserve to protect against interruptions in energy and petroleum product supplies. Oil for the reserve will be stored in caverns within salt domes and in salt and limestone mines. FEA has identified nine potential sites--four salt domes, three salt mines, and two limestone mines--with capacities totaling 402 million barrels. Three of the four salt domes have been acquired through condemnation. ***Findings/Conclusions:*** The FEA permitted the previous operators of the caverns at Bayou Choctaw and West Hackberry, Louisiana, to continue production of brine after the caverns were tested and certified as suitable for crude oil storage. In order to preclude potential problems associated with continued brining at Bayou Choctaw and West Hackberry, the FEA should negotiate with the the chemical companies to eliminate brining operations. FEA officals believe that there is no need to control brine production or to retest the caverns after brining is completed since they consider cavern damage to be low risk. Two tests are necessary to determine cavern suitability--a sonar survey and a casing and cavern pressure test--which would take about 2 weeks per cavern and cost $15,000 per cavern, a total of $90,000. ***Recommendation To Agencies:*** The Secretary of Energy should: determine the feasibility of amending the condemnation agreements to eliminate continued brining operations, institute a formal system for controlling the brining operations if the agreements are not amended to assure that brine is not being produced in excess of safe rates of production and operating pressures, and have the caverns retested after brining has been completed.

104559

Improvements Needed in the Corps of Engineers' Regulatory Program for Protecting the Nation's Waters. CED-78-17; B-114885. December 23, 1977. 16 pp.

Report to Secretary, Department of the Army; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control (2300); Water and Water Related Programs (2500).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Army: Corps of Engineers; Department of the Army.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Public Works.
Authority: Clean Water Act of 1977; H.R. 3199 (95th Cong.). Federal Water Pollution and Control Act Amendments of 1972, sec. 404. River and Harbors Act of 1899, sec. 10.
Abstract: The Army Corps of Engineers has a broad mandate to protect and conserve the Nation's waters by approving only those activities such as dredging, filling, and construction that are in the public interest. While some elements of local discretion are necessary in a program of this nature, inconsistencies and variances between the operations of the Corps' districts have been of such magnitude as to hamper the establishment of an effective nationwide program. ***Findings/Conclusions:*** The Corp's regulatory program is difficult to manage and evaluate because of its ambiguity, size, diversity, and the variety of approaches the Corps districts use in carrying it out. The headquarters and districts will have management and evaluation difficulties until the Corps: (1) defines the geographical boundaries of the regulatory program; and (2) provides guidelines to the districts to aid in achieving expected program results and interpreting and applying regulations and guidelines. ***Recommendation To Agencies:*** The Secretary of the Army should: provide for improved management and control of the Corp's regulatory program by directing the Corps headquarters office to take a more aggressive posture in ensuring that regulatory boundaries are defined and in providing additional guidance for districts to use in defining geographic boundaries; provide additional guidance to the districts for evaluating permit applications that involve wetlands, making cumulative impact assessments, using general and blanket permits, handling violations, and providing information to the public on proposed projects; provide additional guidance to the districts as to the methods to be used to achieve expected program results; and establish a requirement for and specific guidance to conduct periodic program evaluations.

104560
Special Pesticide Registration by the Environmental Protection Agency Should Be Improved. CED-78-9; B-133192. January 9, 1978. 53 pp. plus 5 appendices (41 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (306).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Federal Insecticide, Fungicide, and Rodenticide Act (7 U.S.C. 135 et seq. (Supp. V)). Federal Environmental Pesticide Control Act of 1972 (7 U.S.C. 136 et seq. (Supp. V)). Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301 et seq. (Supp. V)). Reorganization Plan No. 3 of 1970.
Abstract: The Environmental Protection Agency (EPA) regulates pesticides to insure that quality products are available to the public and that, when properly used, these products provide effective pest control without unreasonable adverse effects on man and the environment. EPA registers a pesticide when it determines that a pesticide meets its proposed claims, complies with labeling and other requirements, and performs its function without unreasonable adverse effects. Regulations allow certain exceptions for using unregistered or previously canceled or suspended pesticides to control pest infestations that present health or economic emergencies, gather experimental data to register the pesticide, and meet a State's special local needs. ***Findings/Conclusions:*** The EPA has not always been effective in administering special registration activities because: requests for emergency and experimental pesticide uses take too long to process; program requirements are not always met by Federal and State agencies; States are permitted to register pesticides that EPA would not register; and some activities are not coordinated effectively with EPA regional offices or responsible State agencies, and many pesticide uses are not monitored adequately. The experimental use program has not been fully effective because guidelines have not been promulgated to implement general regulations concerning specific data which should be required as a basis for permit approvals and developed while the pesticide is being used experimentally. Because EPA has taken an average of 40 days to approve emergency uses, some requestors have used pesticides illegally to protect human health or crops or to avoid losing a growing season. ***Recommendation To Agencies:*** The Administrator of EPA should: promulgate guidelines specifying data requirements necessary for permit approvals, require reviews to act on properly prepared permits within a specified period, furnish prompt information on permit approvals to applicable regions, and take action to see that only specific exemptions are granted to authorized State and Federal agencies and that State and Federal agencies are prevented from taking illegal crisis exemptions. Priority should be given to insure that: timely review and action are taken on emergency requests, pesticides necessary to control continuing predictable pest outbreaks are registered, and communications between headquarters and regions on exemption requests are improved.

104611
[Administrative Cost Limitations of the Summer Food Service Program]. B-178564. December 28, 1977. 11 pp.
Decision re: Food and Nutrition Service; by Robert F. Keller, Acting Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Food and Nutrition Service.
Authority: Child Nutrition Act of 1966, as amended, sec. 7 (42 U.S.C. 1776). National School Lunch Act, as amended, sec. 13 (42 U.S.C. 1761). National School Lunch Act and Child Nutrition Act Amendments (P.L. 94-105; 89 Stat. 511).Agriculture and Related Agencies Appropriations Act [of] 1978, title III (P.L. 95-97; 91 Stat. 810; 91 Stat. 825). P.L. 95-166. H.R. 4222 (94th Cong.). H.R. 1139 (95th Cong.). H. Rept. 95-281. S. Rept. 94-259. S. Rept. 95-277. 7 C.F.R. 235. 4 Comp. Gen. 476. 5 Comp. Gen. 399. 7 Comp. Gen. 400. 10 Comp. Gen. 440. 19 Comp. Gen. 633. 19 Comp. Gen. 892. 36 Comp. Gen. 526. 36 Comp. Gen. 528. 54 Comp. Gen. 799. 53 Comp. Gen. 695. 38 Comp. Gen. 588. 38 Comp. Gen. 758.
Abstract: Lewis B. Strauss, Administrator of the Food and Nutrition Service, asked whether State administrative expense funds authorized by section 7 of the Child Nutrition Act of 1966 might be used to supplement the 2 percent administrative expense payments to States for use in the summer food service program for children authorized by section 13 of the National School Lunch Act, as amended. A prior decision holding that legislation which required payment in an amount equal to 2 percent of funds distributed to each State limits the amount payable to States for costs incurred in administration of the summer food program was reaffirmed.

104615

Domestic Policy Issues Stemming From U.S. Direct Investment Abroad. ID-78-2; B-172255. January 17, 1978. 72 pp. plus 2 appendices (9 pp.).

Report to Sen. Daniel K. Inouye, Chairman, Senate Committee on Commerce, Science, and Transportation: Merchant Marine and Tourism Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: Direct Investment Capital Flows (0606).

Contact: International Division.

Budget Function: International Affairs: International Financial Programs (155).

Organization Concerned: Department of Commerce; Department of State; Department of Labor.

Congressional Relevance: *Senate* Committee on Commerce, Science, and Transportation: Merchant Marine and Tourism Subcommittee; *Sen.* Daniel K. Inouye.

Authority: International Investment Survey Act of 1976 (P.L. 94-472). Bretton Woods Agreements Act (22 U.S.C. 286). Executive Order 11961. Executive Order 10033.

Abstract: Despite the public attention directed at U.S. multinational corporations and their investments abroad, confusion continues to exist about the effects of such investment on the U.S. economy and security. The impact of foreign direct investment has centered around the question of whether foreign investment displaces or enhances U.S. exports. Recent discussion has focused on: technology flows through investment abroad and their impact on U.S. trade competitiveness, host-country demands and incentives that could contribute to reduced U.S. exports, and joint U.S.-foreign ventures and their impact on trade and competition. ***Findings/Conclusions:*** Public concern has been expressed about the number of jobs foreign investment either creates or destroys. Available studies have been unable to agree on this issue, but analysts tend to agree that what would have happened in the absence of foreign investment is important in determining the job loss and/or gain from foreign investment. By extending its jurisdiction over domestic business investment abroad in order to protect its interests, the United States has taken actions which have caused and may continue to cause conflicts with host countries. U.S. dependence on foreign raw materials is increasing, making it more vulnerable to sudden shifts in supplies. Transfers of U.S. military technology through coproduction and licensing agreements have economic, political, and security implications. Host-country demands, changes in corporate philosophies, and new and evolving economic and political situations are causing shifts in investment patterns which could affect the U.S. economy and security.

104649

[Mileage Payments for Department of Agriculture Meat Graders]. B-131810. January 3, 1978. 6 pp.

Decision re: Department of Agriculture; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Civilian Personnel.

Organization Concerned: Agricultural Marketing Service; Department of Agriculture; American Federation of Government Employees.

Authority: Fair Labor Standards Act (29 U.S.C. 201 et seq.). P.L. 94-22. 5 U.S.C. 5704. 36 Comp. Gen. 795. 52 Comp. Gen. 446. 52 Comp. Gen. 451. 46 Comp. Gen. 718. 45 Comp. Gen. 197. 36 Comp. Gen. 795. 55 Comp. Gen. 1323. F.T.R. para. 1-4.1. OMB Circular A-7. B-175608 (1973). B-178759 (1975).

Abstract: Carol Tucker Foreman, Assistant Secretary for Food and Consumer Services requested a decision concerning authority to make mileage payments to meat graders, stating that the Civil Service Commission (CSC) ruled that time spent transporting meat grading equipment to and from work constituted hours of work under the Fair Labor Standards Act (FLSA). Kenneth T. Blaylock, National President, American Federation of Government Employees, stated that mileage should be paid for all traveltime and requested that employees be paid for storing equipment. The authority for granting mileage is 5 U.S.C. 5704, not the FLSA. The fact that an employee is on official business does not in itself, in the absence of his agency's authorization, entitle him to mileage. However, since the agency has the discretion to allow mileage, mileage may be allowed in the future under the circumstances described, but past travel is governed by policies then in effect. Storage payments may not be allowed.

104692

[Implementation of the Recommendations of Two Study Groups on Food Procurement]. PSAD-78-40; B-146700. January 13, 1978. 10 pp.

Report to Sen. Lawton Chiles, Chairman, Senate Committee on Governmental Affairs: Federal Spending Practices and Personnel Management Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700); Federal Procurement of Goods and Services (1900).

Contact: Procurement and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement & Contracts (058).

Organization Concerned: Department of Defense; Department of Agriculture.

Congressional Relevance: *Senate* Committee on Governmental Affairs: Federal Spending Practices and Personnel Management Subcommittee; *Sen.* Lawton Chiles.

Abstract: Within the Department of Defense (DOD), two study groups developed recommendations on food procurement. Several of these recommendations were reviewed relating to use of commercial specifications in lieu of military specifications, the system used for quality assurance inspections, and the procedures and methods used in contracting for food products. ***Findings/Conclusions:*** DOD is acting on the recommendations concerning specifications by: conducting a trial procurement of selected beef items by using institutional specifications, reviewing the content and continued need of military specifications for food items, and establishing industry opinion whenever a new specification is proposed. The need for a trial procurement to test institutional specifications is questionable, and DOD's actions to review the continued need for military specifications are superficial. The military services appear to be doing all they can to retain military specifications for food. Some of the recommendations concerning inspection of food for the services have been implemented. Training has increased for new and experienced inspectors, including discussions of a code of conduct and ethical standards. Efforts are being made to reduce or replace military food inspectors. Strong centralized management is needed to: simplify contractual documents and solicitations, abandon daily buying, improve training of contract personnel in commodity buying, and improve monitoring the contractors' performances. ***Recommendation To Agencies:*** The Secretary of Defense should take the lead in eliminating military specifications for food items. Only those specifications for which the military services can justify a need on the basis of a unique feeding situation should be retained.

104767

How Good Are School Lunches? CED-78-22; B-178564. February 3, 1978. 5 pp. plus 2 appendices (19 pp.)

Report to Rep. Frederick W. Richmond; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food: Domestic Feeding Programs for School Children and the Poor (1710).

Contact: Community and Economic Development Division.
Budget Function: Agriculture (0350).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* Frederick W. Richmond.
Authority: National School Lunch Act (42 U.S.C. 1458).
Abstract: The National School Lunch Act provides that lunches served by participating schools must meet standards prescribed by the Secretary of Agriculture. The type of lunch required by the Secretary, called the Type A lunch, contains specific quantities of various food types. The goal in requiring Type A lunches is to provide students, over time, with one-third of the recommended dietary allowances published by the National Academy of Sciences. ***Findings/Conclusions:*** Independent laboratory tests showed that compliance with Type A requirements did not insure the achievement of one-third of the recommended dietary allowances. Sample lunches from New York, Cleveland, and Los Angeles were significantly short in as many as 8 of the 13 nutrients tested. Although microbiological tests showed that the lunches were safe to eat, testing and standards used by local authorities varied considerably, and there were no Federal procedures or standards for microbiological testing in the program other than for milk. At least 40 percent of a random sample of lunches served in New York City during a 6-week test period did not comply with Type A requirements. The Department of Agriculture has acknowledged that compliance with Type A requirements is a nationwide problem and plans to make changes in its regulations. The Department should modify the requirements for school lunches beyond the changes recently proposed. ***Recommendation To Agencies:*** The Department of Agriculture should give consideration to alternatives to requirements for the school lunch program. It should: develop explicit instructions on how and when Federal, State, and local monitoring of compliance is to be performed, check to see that instructions are being followed and determine if Federal requirements are being met, and stop Federal reimbursement in cases where noncompliance with Federal requirements is not promptly corrected. The Department should consider the possibility and feasibility of publishing uniform standards and procedures for localities conducting microbiological testing in the school lunch program.

104768
Food Update, Volume 2. Issue 8. December 1977. 10 pp.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Authority: Consolidated Farm and Rural Development Act. National Aquaculture Organic Act of 1977. Fisherman's Protective Act of 1967. Great Lakes Fishery Act of 1956. H.R. 8315 (95th Cong.). H.R. 6407 (95th Cong.). H.R. 9370 (95th Cong.). H.R. 4140 (95th Cong.). H.R. 9794 (95th Cong.). H.R. 2203 (95th Cong.). H.R. 7073 (95th Cong.). S. 1528 (95th Cong.). S. 1750 (95th Cong.).

104787
[Analysis of the Process of Authorizing Water Resources Projects]. CED-78-41; B-167941. January 30, 1978. 9 pp.
Report to Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Ranking Minority Member, Senate Committee on the Budget; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands for Water Uses (2503).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Interior; Department of the Army: Corps of Engineers; Water Resources Council; Bureau of Reclamation.
Congressional Relevance: *Senate* Committee on the Budget; *Sen.* Edmund S. Muskie; *Sen.* Henry L. Bellmon.
Authority: Water Resources Planning Act of 1965, as amended.
Abstract: Congress has generally authorized studies of water resources problems identified by the public. As a result of these studies, Congress generally authorizes projects by two means: individually or as part of a general plan for the comprehensive development of a large geographic area or river basin. Authorizing studies and projects individually provides certain advantages over authorizing general water resources plans. Less time and effort go into the individual preliminary and feasibility studies because a smaller area is involved, and individual projects are generally more responsive to local needs. The major disadvantage of authorizing individual studies and projects is that decisionmakers are limited to considering the project's effects on a small geographic area. The major advantage of general plans is that decisionmakers can consider and respond to overall water resources needs of a larger area. General plans involving multiprojects generally take longer to prepare, and construction is usually stretched over a longer period of time. When fully implemented, the Water Resources Council's Water Assessment and Appraisal Program could aid in improving the present authorization practices by providing a means to identify and set priorities on national needs for water resources. Until such priorities can be set on a national basis, decisionmakers in the authorization process should strive to compare and set priorities for projects on as wide a geographic basis as possible.

104788
Improved Formulations and Presentation of Water Resources Project Alternatives Provide a Basis for Better Management Decisions. CED-78-42; B-167941. February 1, 1978. 9 pp.
Report to Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Ranking Minority Member, Senate Committee on the Budget; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands for Water Uses (2503).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources (301).
Organization Concerned: Department of the Interior; Bureau of Reclamation; Department of the Army: Corps of Engineers.
Congressional Relevance: *Senate* Committee on the Budget; *Sen.* Edmund S. Muskie; *Sen.* Henry L. Bellmon.
Authority: Water Resources Planning Act of 1965, as amended (42 U.S.C. 1962). OMB Circular A-109.
Abstract: After the Congress authorizes a water resources study, the Bureau of Reclamation and the Corps of Engineers prepare reports on the economic and environmental feasibility of carrying out alternative solutions to the problem under study. The Water Resources Council, a policy and coordinating body, has established Principles and Standards for Planning Water and Related Land Resources. These guidelines require that at least two alternative plans be presented in each feasibility report, one stressing economic development and the other environmental enhancement. Both agencies have adopted internal regulations incorporating these principles and standards. ***Findings/Conclusions:*** Bureau of Reclamation reports, particularly older ones, have not provided adequate information on alternatives. Current reports include more information but do not consistently address important issues, comply with current procedures, or contain comparable details on alternatives. Current procedures, along with proposed changes if properly implemented, should increase the amount of information and

improve the consistency of data presented on alternatives. Corps of Engineers reports generally are well organized and address alternatives but would provide a better basis for management decisions if: the organization and format of each report were standardized and consistently presented, more detailed information were presented for each alternative, and both advantages and disadvantages for each viable alternative were discussed. New draft agency regulations, when fully in use, should improve the agencies' presentation of project alternatives. The agencies should, in their procedures and regulations, classify their budgets according to mission needs and solicit proposals from other agencies and private industry when considering alternatives during feasibility studies.

104793
[Vesting of Water Service Rights in Department of Interior Reclamation Projects]. B-169126. February 6, 1978. 2 pp.
Letter to Sen. Floyd K. Haskell; by Elmer B. Staats, Comptroller General.

Contact: General Government Division.
Organization Concerned: Department of the Interior; Bureau of Reclamation.
Congressional Relevance: *Sen.* Floyd K. Haskell.
Authority: Reclamation Lands Family Farm Act; S. 1812 (95th Cong.). (P.L. 95-46; 91 Stat. 225.) Israel v. Morton, 549 F.2d 128 (9th Cir. 1977).

104797
Federal Efforts in Forecasting Snow Depth and Run-off Information. CED-78-43; B-114885. January 27, 1978. 5 pp.
Report to Sen. Frank Church; Sen. James A. McClure; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands of Wwater Uses (2503).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301); Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of the Interior; Department of Agriculture; Department of Commerce; National Weather Service; Soil Conservation Service; Department of the Army: Corps of Engineers; Bonneville Power Administration; Bureau of Reclamation.
Congressional Relevance: *Sen.* Frank Church; *Sen.* James A. McClure.
Abstract: The hydrometeorological data used in making water supply forecasts, including measurements of the snow water equivalent, precipitation, stream flow, and temperature, are collected by several Federal agencies. In only one instance were agencies duplicating data collection efforts. However, the Soil Conservation Service and the National Weather Service have been preparing duplicate water supply forecasts in the Western United States for 30 years. Several other agencies prepare water supply forecasts to meet their own operational requirements, including the Bonneville Power Administration, the Bureau of Reclamation, and the Corps of Engineers. The Soil Conservation Service is responsible for gathering snow data and providing it to the public and to other Government agencies. The Service planned to automate its snow survey program using SNOTEL, telemetered snowpack and related hydrometerological data from mountainous regions of the West. The proposed SNOTEL system was not completed on time because of: late deliveries from suppliers, interference from nearby power lines at one station, insufficient air conditioning installed at base stations, and the inability of batteries at remote sites to supply sufficient power when temperatures were very low.

104798
[Quality of Weather Forecasts and Opportunity for Improvements]. CED-78-33; B-133202. January 24, 1978. 2 pp. plus 1 enclosure (16 pp.).
Report to Rep. Louis Stokes, Chairman, House Committee on the Budget; by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (0306).
Organization Concerned: Department of Commerce; National Weather Service.
Congressional Relevance: *Rep.* Louis Stokes.
Authority: H.R. 6669 (95th Cong.).
Abstract: Information was compiled on the quality of weather forecasts and options which may be available to improve weather predictions for both short-term and long-term forecasts. Brief descriptions are provided of the organizational structure and the current method used by the National Weather Service to predict weather. The amount of appropriated funds devoted by the National Weather Service to forecast preparation in fiscal year 1978 was $96.3 million. For short-range forecasts, the Weather Service appeared to have attained an acceptable level of accuracy for precipitation and temperature in terms of national averages. The level of accuracy, however, varied for specific sections of the country. For long-range predictions, the Weather Service's present ability falls far short of being useful to planners and policymakers. Alternate methods of weather prediction, including the analog technique and the Krick method, are briefly described. Areas where additional funding could be used to improve forecasting accuracy are outlined.

104800
[H.R. 10051, a Bill Proposing To Amend the National Flood Insurance Act of 1968]. B-114860. January 26, 1978. 3 pp.
Letter to Rep. Henry S. Reuss, Chairman, House Committee on Banking, Finance and Urban Affairs; by Robert F. Keller, Deputy Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Housing and Urban Development.
Congressional Relevance: *House* Committee on Banking, Finance and Urban Affairs; *Rep.* Henry S. Reuss.
Authority: National Flood Insurance Act of 1968. Flood Disaster Protection Act of 1973. H.R. 10051 (95th Cong.).

104806
Opportunities for Improving Internal Auditing in the Department of Agriculture. CED-78-28; B-160759. February 9, 1978. 46 pp. plus 5 appendices (8 pp.).
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Internal Auditing Systems (0200).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture; Department of Agriculture: Office of Audit.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Federal Management Circular 73-2.

Abstract: The Department of Agriculture's (USDA) audit requirements have increased sharply in recent years without a corresponding increase in the internal audit staff. To provide increased audit coverage and to make more effective use of available resources, the Office of Audit (OA) has: emphasized the use of advanced audit techniques, such as statistical sampling and computer packages; increased use of coordinated and program-type audits; attempted to increase the quantity and quality of State audits of USDA programs; and undertaken various management improvement projects intended to increase the efficiency and effectiveness of OA audit operations. ***Findings/Conclusions:*** The number of staff-years initially programmed for internal audit in 1977 (379) was about the same as in 1962 (384) when the audit function was first centralized. OA has been able to provide improved audit coverage, but the size and complexity of the USDA programs have increased so greatly that a number of areas do not receive enough audit coverage. The main shortfall in coverage is in USDA programs administered by State and local governments and educational institutions. Overall, OA audit reports are accurate, fair, and objective; they include all significant deficiencies detected during the audit; and they give adequate consideration to auditor comments. However, management of audits and the timeliness and clarity of reports on major audits could be improved. OA has recognized the need to improve workpaper techniques, cross-referencing of reports to supporting workpapers, and the timeliness and clarity of reports. ***Recommendation To Agencies:*** The Secretary of Agriculture should require the Director of OA to: further increase the use of program audits while continuing to perform a reasonable level of cycle coordinated audits and maintain adequate staff to perform and implement management improvement projects promptly and work with other agencies to increase the number and quality of audits of Department programs by external audit groups. The Director of the Office of Audit should: complete the audit universe by adding requirements for contract audits and complete arrangements to coordinate requirements and plans for audits of State welfare department indirect expense account reimbursements. He should also: take appropriate actions to insure that regional officers' report followup and closeout procedures are consistent and adequate, establish a system for periodic reports to OA on the status of open recommendations, and consider establishing an Office-wide system to identify the more important recommendations for priority consideration.

104820

[Review of the Commodity Futures Trading Commission, Chapter on Reparations]. B-146770. February 7, 1978. 1 p. plus 1 enclosure (19 pp.).
Memorandum to Robert E. Allen, Assistant Director, Community and Economic Development Division; by Geraldine M. Rubar, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Organization Concerned: Commodity Futures Trading Commission.
Authority: Commodity Exchange Act, as amended.

104845

U.S. Participation in International Agricultural Research. ID-77-55; B-159652. January 27, 1978. 42 pp. plus 3 appendices (12 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Contact: International Division.
Organization Concerned: Agency for International Development; Department of the Treasury; Department of Agriculture; Department of the Interior; Consultative Group on International Agricultural Research.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Abstract: The Agency for International Development (AID) expanded its funding for food and nutrition technical assistance and research programs for developing countries from $25 million in 1974 to about $71 million in 1978. These programs are conducted by U.S. universities and other institutions and by international agricultural research centers. Several previous studies have recommended stronger Agency action in the area of research. ***Findings/Conclusions:*** AID needs to make further improvements in its agricultural research plans and programs for food deficient countries. The Agency should: identify specific problems for U.S. financing, establish the relative priority of problems, and determine which problems should be pursued through international agricultural research institutions or in similar ways. AID contributions to the Consultative Group on International Agricultural Research (CGIAR), a consortium which finances international agricultural research centers, were $18 million in 1977. The Agency has participated in CGIAR and contributed to international centers without the benefit of specific overall objectives and priorities to guide its participation. Issues involved in contributions to international agricultural research centers include areas in which to expand and the extent to which such centers help developing countries improve their capabilities in research. Greater involvement by AID missions in developing countries in setting research funding priorities should make research programs more responsive to the needs of those countries. AID should disclose more fully to the Congress the prospect of broadened international financial support and the likelihood that a long-term Agency commitment will be needed.

104901

[Cost of Meals While Occupying Temporary Quarters]. B-190583. February 10, 1978. 4 pp.
Decision re: Warren W. Tignor; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Civilian Personnel.
Organization Concerned: National Security Agency/Central Security Service, Fort George G. Meade, MD.
Authority: F.T.R. (FPMR 101-7). B-165553 (1968). 55 Comp. Gen. 1107. 55 Comp. Gen. 1337.
Abstract: While occupying temporary quarters, an employee claimed subsistence for an amount which was deducted from his voucher on the basis that his dinner meals were unreasonably high. There was no objection to prorating the claim for groceries, purchased while occupying quarters without cooking facilities, at a reasonable amount for each meal not otherwise claimed. The agency determination that expenses claimed for dinners were exorbitant was not questioned since this is the agency's responsibility and there was no evidence that the determination was erroneous, arbitrary or capricious.

105035

Progress and Problems in Implementing the Grain Standards Act of 1976. CED-78-73; B-114824. February 27, 1978. 3 pp.
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Grain Inspection and Commodity Grading Programs (1709).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Federal Grain Inspection Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Food and Agriculture Act of 1977. United States Grain Standards Act of 1976.

Abstract: The U.S. Grain Standards Act of 1976 requires the Department of Agriculture to revise, improve, and expand the national grain inspection system and to establish a national weighing system. The Department and GAO are required to conduct studies of inspection and weighing procedures and management practices in the interior marketing areas. An interim review of the progress the Federal Grain Inspection Service was making in implementing the 1976 act revealed that the Service was experiencing problems in acquiring and training sufficient personnel, both in Washington and in the field. As of January 1978, the Washington staff of the Service had only 65 percent of projected staffing levels. Expanding the size and capabilities of the Standardization Division staff has been particularly slow. This has slowed progress in carrying out the study of grain standards required by the act. Although the Service is required to report to the Congress on the findings of the study and actions taken as a result by November 20, 1978, it was not until the first week in February 1978 that the staff began public meetings to obtain suggestions from grain producers and merchandisers concerning revisions in the grain standards.

105036

Recommended Dietary Allowances. 1978. 2 pp.
by Gerald Laudermilk, GAO Field Operations Division: Regional Office (Boston), Thomas Kai, Food Staff, GAO Community and Economic Development Division.
In Food Update, Volume 2, Issue 9, pp. 20-21.

Contact: Community and Economic Development Division.
Organization Concerned: National Research Council: Food and Nutrition Board.

105037

The Structure of Food Policymaking in the United States. 1978. 2 pp.
by Todd D. Weiss, Food Staff, GAO Community and Economic Development Division.
In Food Update, Volume 2, Issue 9, pp. 22-23.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture.

105038

National Nutrition Surveillance. 1978. 2 pp.
by Jack Brock, Food Staff, GAO Community and Economic Development Division, Joe Kernen, GAO Field Operations Division: Regional Office (Philadelphia).
In Food Update, Volume 2, Issue 9, pp. 14-15.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Health, Education, and Welfare.

105039

Sugar: Many Questions Face the Congress. 1978. 4 pp.
by Harold Crawford, GAO Field Operations Division: Regional Office (Atlanta), Steve Sternlieb, Food Staff, GAO Community and Economic Development Division.
In Food Update, Volume 2, Issue 9, pp. 16-19.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Authority: Food and Agriculture Act of 1977. Jones-Costigan Act of 1934. Sugar Act.

105043

The Commodity Futures Trading Commission. February 22, 1978. 20 pp.
Testimony before the House Committee on Agriculture: Conservation and Credit Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry: Agricultural Research and General Legislation Subcommittee; by Elmer B. Staats, Comptroller General, Henry Eschwege,. Director, GAO Community and Economic Development Division.

Contact: Office of the Comptroller General; Community and Economic Development Division.
Organization Concerned: Commodity Futures Trading Commission.
Congressional Relevance: *House* Committee on Agriculture: Conservation and Credit Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry: Agricultural Research and General Legislation Subcommittee.
Authority: H.R. 10285 (95th Cong.). S. 2391 (95th Cong.).
Abstract: GAO previously recommended the establishment of an independent agency to regulate the commodity futures industry and still believes that such an agency is the most effective means of regulating the industry. A review of the Commodity Futures Trading Commission resulted in tentative findings that: more emphasis on planning is needed to improve the effectiveness and efficiency of operations; there are weaknesses in organization and management, such as limited management experience, division of responsibility, high rate of turnover, and use of outside experts who may not best represent the public interest; improvements are needed in the process for designating exchanges as contract markets; review of exchange rule enforcement is deficient; efforts at curbing abusive trading practices should be intensified; registration and audit programs could be more effective; market surveillance should be improved; and the Commission has been unable to provide effective regulation of the sale of commodity options. The newness of the Commission accounts for many problems.

105080

[Environmental Protection Agency's Implementation of Consultant's Study Report Recommendations on Demonstrations of New Wastewater Treatment Technologies]. CED-78-69; B-166506. March 7, 1978. 3 pp. plus 2 enclosures (14 pp.).
Report to Rep. George E. Brown, Jr., Chairman, House Committee on Science and Technology: Environment and the Atmosphere Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs (2200).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (0304).
Organization Concerned: Environmental Protection Agency; Booz-Allen & Hamilton, Inc.
Congressional Relevance: *House* Committee on Science and Technology: Environment and the Atmosphere Subcommittee; *Rep.* George E. Brown, Jr.
Authority: Federal Water Pollution Control Act Amendments of 1972. 33 U.S.C. 1251. Clean Water Act of 1977. P.L. 95-217. H. Rept. 95-830.
Abstract: Studies performed by the Environmental Protection Agency's (EPA) contractor highlight the need for timely implementation of innovative technologies to achieve water pollution abatement goals and elimination of factors inhibiting the marketing and adoption of such technologies in municipal wastewater treatment. The reports recommend the reinstatement of full-scale demonstrations of new technologies. EPA demonstration grant expenditures were reduced beginning in 1972 because of competing priorities and limited resources. There are plans to provide about $2.2 million in fiscal year (FY) 1978 for funding projects demonstrating new technologies, and EPA has requested a supplemental FY 1978 appropriation of $9.5 million to finance a project demonstrating the land application of wastewater in Lubbock, Texas. An internal

budget plan indicates that EPA plans to provide only $400,000 in FY 1979 for demonstration of percolation bed rejuvenation techniques for small flows, and funding for other demonstrations were dropped from the plan. No action was planned on report findings and recommendations until results of an ongoing study of a municipal wastewater research and development program were known. However, completion of the study has been delayed. Incentives provided in the Clean Water Act of 1977 may enhance the likelihood of the greater use of innovative technologies.

105119

Federal Efforts To Regulate Pesticide Residues in Food. February 14, 1978. 12 pp.

Testimony before the House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Environmental Protection Agency; Food and Drug Administration.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee.

Authority: Federal Food, Drug, and Cosmetic Act of 1938, as amended. Federal Insecticide, Fungicide, and Rodenticide Act of 1947, as amended.

Abstract: The Environmental Protection Agency (EPA) is responsible for establishing all tolerances for pesticide residues on the basis of data submitted by petitioners concerning the nature, level, and toxicity of the residue. The Food and Drug Administration (FDA) is responsible for enforcing tolerances and accomplishes this by testing food samples to determine if residues exceed tolerance limits. The American public has not been adequately protected from potential hazards of pesticide use because of inadequate efforts to implement existing Federal laws. EPA established many tolerances without sufficient test data to determine the level of pesticide residue that would likely remain on a crop after treatment or the potential of the pesticide to cause cancers, birth defects, gene mutations, or reproductive difficulties. EPA did not always comply with its own procedures for limiting aggregate tolerances and registered pesticides for use on food crops without setting associated tolerances. FDA generally did not test food for over 75 percent of the pesticide residues for which tolerances had been established. A followup review of EPA and FDA actions indicated that little progress has been made. Data gaps still exist. Residues of 195 pesticides for which tolerances have been established are seldom, if ever, monitored in the food supply, and 21 pesticides suspected of causing cancer have 661 individual tolerances that will not be monitored by the most frequently used FDA test.

105120

Federal Efforts To Regulate Toxic Residues in Raw Meat and Poultry. February 16, 1978. 16 pp.

Testimony before the House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: Environmental Protection Agency; Department of Agriculture; Food and Drug Administration.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee.

Authority: Federal Food, Drug, and Cosmetic Act. Federal Insecticide, Fungicide, and Rodenticide Act of 1947. Federal Meat Inspection Act. Poultry Products Inspection Act. Toxic Substances Control Act of 1976.

Abstract: The Food and Drug Administration (FDA), the Environmental Protection Agency (EPA), and the U.S. Department of Agriculture (USDA) share responsibility for insuring that raw meat and poultry do not contain illegal residues of drugs, pesticides, or environmental contaminants. Residues of many substances which have been found to cause adverse effects including cancer in test animals have been found in raw meat and poultry at levels exceeding established tolerances. USDA reported that illegal residues were found in only about 2 percent of samples tested. However, the testing methods were questioned, the results did not accurately indicate consumer exposure, and the incidence of illegal residues was higher. Generally, neither USDA nor FDA can locate and remove from the market the products found to contain illegal residues. A tagging system for identification of slaughtered animals does not seem to be feasible. A capability needs to be developed for a timely sample analysis before the carcass leaves the packing house. Efforts to prevent future shipments of contaminated animals have not been effective because of ineffective follow-up by FDA, avoidance by growers of USDA pretest requirements, inadequate residue detection methods, and difficulties involved in using strong regulatory actions such as the lack of case histories to support prosecution and the lack of authority by FDA to seek civil penalties.

105134

How the United States Can and Should Improve Its Funding of International Joint Commission Activities. ID-78-10; B-189859. February 8, 1978. 22 pp. plus 8 appendices (12 pp.).

Report to Secretary, Department of State; by J. Kenneth Fasick, Director, GAO International Division.

Issue Area: International Economic and Military Programs: U.S. Participation in Activities of International Organizations (0609); Environmental Protection Programs (2200).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Environmental Protection Agency; Office of Management and Budget; Department of the Interior; Department of the Army: Corps of Engineers; International Joint Commission.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations.

Abstract: The International Joint Commission assists the United States and Canada in solving water use problems along their common border. The two governments are asking the Commission to become more involved in working out solutions to increasingly complex matters. ***Findings/Conclusions:*** The ability of the Commission to fulfill its responsibilities has been hampered by the ineffective means by which the United States funds Commission studies. The indirect funding method has forced the Commission to rely on Federal agency funds to carry out the U.S. portion of the studies, resulting in one instance of the United States being unable to meet its commitment. Indirect funding has also caused the true cost of Commission studies to lose visibility. Congress has no awareness of the total cost of Commission studies. The resources provided to the U.S. Secretariat have not kept pace with increasing demands. Lack of adequate staff and funds has hampered the U.S. Secretariat in providing assistance to the U.S. Commissioners, and the Secretariat has had to rely on Federal agencies for staff and funds to carry out some of its responsibilities. The Canadian Government has been more responsive to Commission needs. ***Recommendation To Congress:*** The Secretary of State, with the concurrence of the Director of the Office of Management and Budget, should: establish a separate fund to ensure that funds are readily available promptly to begin needed studies; and include direct funding of Commission board activities in the State Department budget submission to Congress. Agency budgets should no longer include separate funds for Commission studies.

105137

Foreign Assistance Programs. February 22, 1978. 11 pp. plus 3 appendices (29 pp.).
Testimony before the Senate Committee on Appropriations: Foreign Operations Subcommittee; by J. Kenneth Fasick, Director, GAO International Division.

Contact: International Division.
Organization Concerned: Agency for International Development.
Congressional Relevance: *Senate* Committee on Appropriations: Foreign Operations Subcommittee.
Authority: International Development Cooperative Act of 1978.
Abstract: An evaluation of foreign assistance programs was based on recent reviews and studies of the Agency for International Development's (AID) food, population, housing assistance, Sahel development, and security supporting assistance programs, and U.S. participation in international programs. Substantial improvements are possible in the planning, direction, and implementation of these programs and projects. In the area of population, the AID strategy of concentration on a contraception program needs to be changed so that a greater impact can be made on the willingness of potential parents to desire small families. In the area of food and nutrition, far more effort needs to be applied to overcoming disincentives to increasing agricultural production in developing countries. In the housing assistance area, the lowest income levels are not being reached, and host country institutions need more encouragement to continue low income housing. Far greater efforts need to be directed toward interrelating the many individual programs sponsored under the foreign assistance program. The proposed International Development Cooperative Act of 1978 should bring the foreign assistance program up to date organizationally and in terms of policy. Concern has been expressed over AID operating costs, personnel management activities, and procurement practices.

105319

Actions Needed To Improve the Nutrition Program for the Elderly. HRD-78-58; B-165430. February 23, 1978. 34 pp. plus appendices (1 p.).
Report to Secretary, Department of Health, Education, and Welfare; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Federally Sponsored or Assisted Income Security Programs: Quality of Life of the Elderly (1311); Food: Domestic Feeding Programs for School Children and the Poor (1710)
Contact: Human Resources Division.
Budget Function: Education, Manpower, and Social Services: Social Services (506).
Organization Concerned: Department of Agriculture; Administration on Aging.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Human Resources.
Authority: Older Americans Act of 1965, title VII (42 U.S.C. 3045).
Abstract: Through provisions of title VII of the Older Americans Act, inexpensive, nutritionally sound meals, supportive services, and opportunities for socialization and recreation are provided to the Nation's elderly. To fulfill its oversight responsibilities, the Administration on Aging (AOA) has an information system which requires States to submit quarterly program performance reports and financial status reports. ***Findings/Conclusions:*** The information system was not designed to support program management, and its usefulness is limited because of low priorities placed on reporting procedures, system changes, inconsistent data, and unreliable feedback to State agencies. Better data on program performance would help the States in managing the program and the AOA in identifying problems. Other problems noted were: inadequate controls over meal contributions received, a need for improvements in protecting confidentiality of recipients, income from meal contributions was not used in some instances, audits were not always performed and did not always include reviews of meal contributions, some States provided incorrect information on the number of meals served to the Department of Agriculture for its use in making commodity allocations, commodities in excess of needs were provided by the States to some projects, some caterers experienced difficulty in using commodities, and in some instances the quality and form of packaging limited commodity usage. ***Recommendation To Agencies:*** The Secretary of Health, Education, and Welfare should require the AOA to: develop a model management information system as a suggested guide for the States and provide technical assistance for the development of adequate State systems; develop instructions for completing program performance reports; provide meaningful reports to State agencies on national program performance; emphasize to the States the need to collect basic information on amounts of meal contributions; emphasize to the States the need to improve internal controls over meal contributions; emphasize the importance of independent audits; encourage grantees to use proper means of protecting confidentiality; revise program regulations to encourage prompt use of program income; emphasize to the States the need to collect the necessary data on Department of Agriculture commodities; work with the Secretary of Agriculture to establish procedures to maximize the use of commodities in caterer-prepared meals and to identify problems with State commodity distribution systems; and establish procedures to insure that nutrition projects' views on commodity preferences are included in information provided to the Department of Agriculture.

105336

[Analysis of the Effect of Loophole in Presidential Proclamation on Sugar]. CED-78-85; B-118622. March 14, 1978. 5 pp. plus 3 enclosures (4 pp.).
Report to Rep. Robert H. Michel; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: International Economic and Military Programs: U.S. Comparitive Advantage in Trade and Technology (0608); Food: Federal and State Regulations Impacting Food Marketing (1712).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture; Bureau of the Census.
Congressional Relevance: *Rep.* Robert H. Michel.
Abstract: The effect of the Presidential proclamation designed to protect the domestic price support loan program for sugar was reviewed. Bureau of the Census data show that November imports totaled 19,615 short tons of refined sugar, about 3 percent of the 1977 total, and December imports were 469,096 short tons, about 72 percent of calendar year 1977 refined sugar imports. Census data are published by month so it is not possible to determine what portion of November imports occurred after November 11, the date of the proclamation. Three countries provided more than 99 percent of January 1978 sugar imports: Brazil, Canada, and Guatemala. The quoted average wholesale price of both cane and beet sugar have increased monthly since October 1977; it would appear that the imported refined sugar has not caused prices to decline. The revenue not collected by the Treasury due to the absence of an import fee is estimated to be $30.2 million. It is not possible to determine the expected cost to the Treasury under the loan program. Industries that use refined sugar as an ingredient include: beverages, confectionery products, bakery and cereal products, dairy products, and processed foods. Information is not available on who has benefited from refined sugar imports since the Census

Bureau data on imports do not indicate either the importer or the ultimate purchaser.

105341

[Speculative Short Selling in the Commodity Futures Markets]. B-146770. March 20, 1978. 2 pp.

Letter to Rep. Frank E. Evans; by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.
Organization Concerned: Commodity Futures Trading Commission.
Congressional Relevance: *Rep.* Frank E. Evans.

105342

Bonding Requirement of the Antidumping Act of 1921. B-191334-O.M. March 28, 1978. 6 pp.

Memorandum to Victor L. Lowe, Director, General Government Division; by Paul G. Dembling, General Counsel, GAO Office of the General Counsel.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of the Treasury.
Authority: Antidumping Act of 1921, as amended (19 U.S.C. 160). 19 U.S.C. 1500. Timken Co. v. Simon, 539 F.2d 221, 224 (D.C. Cir. 1976). 19 C.F.R. 153.
Abstract: An opinion was requested as to whether the bonding requirement of the Antidumping Act of 1921 is required on all entries of merchandise in addition to the original entry bond. The statute does not require an antidumping bond when appraisement has been withheld.

105343

Farmers Home Administration Needs To Better Plan, Direct, Develop, and Control Its Computer-Based Unified Management Information System. CED-78-68; B-146864. February 27, 1978. 2 pp. plus 8 appendices (35 pp.).

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Automatic Data Processing: Design, Development, and Installation of Software (0106).
Contact: Community and Economic Development Division.
Budget Function: Miscellaneous Automatic Data Processing (1001).
Organization Concerned: Farmers Home Administration; Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *House* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* Jamie L. Whitten.
Authority: Consolidated Farm and Rural Development Act (7 U.S.C. 1921). Housing Act of 1949, title V (42 U.S.C. 1471).
Abstract: The Farmers Home Administration (FmHA) provides financial assistance to rural Americans who are unable to obtain credit from other sources at reasonable rates and terms. In 1974, FmHA decided that the deficiencies of its management information system warranted replacement rather than modification and began developing a computer-based system, the Unified Management Information System (UMIS), to provide better management information at all levels. The objectives of UMIS were: to provide an accounting system that meets GAO requirements; to provide responsive, timely management information to managers at county, district, State, finance, and national office levels; to minimize office workloads required to provide basic input data; and to improve capabilities to service loan applicants and borrowers in rural America. ***Findings/Conclusions:*** The development of UMIS began in 1975 and has continued without the benefit of a formal project control mechanism to track the progress of UMIS development and its associated costs. Schedule slippages have occurred as a result of FmHA inadequacies in the planning of, and control over, UMIS. FmHA cost-benefit analysis was not adequate because total development costs had not been determined, and the methodology used in the analysis was not sound. The initial decision to develop UMIS Full Field Service (FFS) was not based on a study of agency needs, and the test period of 6 months for FFS was insufficient to eliminate design and start-up problems. FmHA has not performed an analysis to determine the possible impact of various reorganization proposals on UMIS. There is no steering committee of top managers representing user organizations, management, and designers to assure that UMIS is being effectively developed. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct FmHA to: intensify its effort in installing the computerized project control mechanism; establish a budget to cover the development and operation phases of UMIS and note UMIS as a separate line item in FmHA budget justification; install a cost accounting system to account for all costs incurred during the system design, development, and operational life cycle; redefine agency needs in terms which are more specific and quantifiable to provide criteria for evaluating UMIS alternatives; test the FFS version of UMIS for a period of 1 year rather than 6 months; defer expanding FFS to other offices until the test is completed and the results evaluated; and complete a formal, analytical study to evaluate the impact on UMIS of recent and proposed organizational changes.

105360

Municipal and Industrial Water Conservation: The Federal Government Could Do More. CED-78-66; B-114885. April 3, 1978. 39 pp. plus 12 appendices (28 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Water Conservation and Reuse Programs (2504).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy (300).
Organization Concerned: Department of the Interior; Department of Agriculture; Department of Defense; Department of Housing and Urban Development; Environmental Protection Agency; General Services Administration; Veterans Administration; Water Resources Council.
Congressional Relevance: Congress.
Authority: Water Resources Planning Act of 1965 (P.L. 89-80). Water Supply Act of 1958, as amended (43 U.S.C. 390b). Clean Water Act of 1977. P.L. 92-500.
Abstract: An adequate supply of water is essential to the needs of the Nation's citizens and industries. While the development of some new water supplies may be needed to meet the needs of a growing population, making more efficient use of existing water supplies can help meet these needs. ***Findings/Conclusions:*** Conserving municipal and industrial water supplies frees additional supplies for other purposes; prevents or delays construction of costly water supply and treatment facilities; decreases the amount of energy needed for pumping, treating, and heating water; and reduces the required capacity of future wastewater treatment facilities. No centralized data bank or clearinghouse on water conservation exists; such a clearinghouse could serve a useful purpose in providing water conservation information. ***Recommendation To Agencies:*** The Chairman of the Water Resources Council should take the lead in establishing an interagency task force of the Federal and non-Federal agencies involved in water supply activities which would jointly develop Federal objectives, policies, and action plans for a clearinghouse for water conservation practices

involving municipal and industrial water supplies. The task force would also ascertain the current technology, additional research needed, Federal incentives needed, priorities, and additional legislative authority needed for implementing effective water conservation practices. Unless the findings of the task force clearly justify a different approach, the Council should request the necessary authority from the Congress to make the clearinghouse activity operational. Federal agencies including the Department of Housing and Urban Development, the Bureau of Reclamation, the Soil Conservation Service, the Corps of Engineers, General Services Administration, and the Department of Defense, should encourage water conservation techniques in programs they administer.

105368

Management of Farmers Home Administration's Water and Waste Disposal Program Needs To Be Strengthened. CED-78-61; B-114873. March 13, 1978. 18 pp.
Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Domestic Housing and Community Development (2100); Domestic Housing and Community Development: Economic Development in Rural Areas (2103); Environmental Protection Programs (2200).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Area and Regional Development (452).
Organization Concerned: Farmers Home Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Consolidated Farm and Rural Development Act, as amended (7 U.S.C. 1926). 7 U.S.C. 1981(d).
Abstract: During 1977, the Farmers Home Administration (FmHA) was authorized $750 million in grants to finance the construction and/or improvement of water and waste disposal systems in rural areas. FmHA allocates these funds to States on the basis of population and per capita income which necessitates many adjustments. ***Findings/Conclusions:*** The present FmHA method of allocating the funds does not consider each State's individual needs. Some projects cannot be funded until the agency reallocates its moneys at the end of the fiscal year; moneys reserved for other States remain idle throughout the year until they are subsequently transferred to more needy States. There has not been enough information readily available for FmHA to effectively manage and evaluate its water and waste disposal program. Although certain priorities have been established for selecting projects, it is not known whether these priorities have been met. Also, there are no followup procedures to insure the timely receipt and review of borrowers' management reports. From the program's inception through June 30, 1976, FmHA reamortized 186 loans, of which 77 extended beyond the maximum 40-year period stipulated under section 307(a) of the Consolidated Farm and Rural Development Act. The agency contends that these actions are authorized under section 331(a) of the act. The scope and relationship of these sections need clarification. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrator of FmHA to: determine the need for water and waste disposal systems in rural areas on a State-by-State basis, modify the formula for allocating water and waste disposal funds to require that the need for funds in the various States be considered, develop followup procedures to insure the timely receipt of borrowers' management reports, and establish procedures requiring the timely review of borrowers' management reports. The Secretary should ask the Congress to clarify the agency's policy of extending the repayment period of reamortized loans for periods exceeding 40 years and, if necessary, to amend section 307(a) of the Consolidated Farm and Rural Development Act.

105372

The Coast Guard's Response to Oilspills. March 22, 1978. 8 pp.
Testimony before the Senate Committee on Appropriations: Transportation Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: United States Coast Guard.
Congressional Relevance: *Senate* Committee on Appropriations: Transportation Subcommittee.
Authority: Federal Water Pollution Control Act, as amended.
Abstract: The Coast Guard reported that oilspills in and around U.S. waters totaled about 14.4 million gallons in 1975 and about 23.1 million gallons in 1976. When an oilspill occurs, the spiller is responsible for cleanup. If the spiller refuses cleanup responsibility, conducts inadequate cleanup action, or is unknown, designated Federal agencies are authorized to initiate cleanup using financing from an oil pollution fund administered by the Coast Guard. Current practice in most offices is to rely on commercial cleanup contractors to contain and clean oilspills. By and large, the Coast Guard has performed its oil pollution containment program in a creditable manner, considering the limited resources available. An analysis of 137 oilspill cases occurring in 1976 indicated that there were opportunities for the Coast Guard to have been more effective in aspects of 38 percent of the cases. In these cases, the Coast Guard could have been more effective if it had: responded faster to reported spills, better monitored the cleanup operations, taken more effective actions upon arrival at the scene of a spill, attempted to remove minor oilspills before they dissipated in the water, or investigated reported minor oilspills. To obtain increased program effectiveness, the Coast Guard will need to increase its staff, improve training programs, retain experienced personnel, obtain additional equipment, and improve its equipment research and development program and its contingency plans.

105410

Informing the Public About Nutrition: Federal Agencies Should Do Better. CED-78-75; B-164031(3). March 22, 1978. 32 pp. plus 6 appendices (49 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Education, Manpower, and Social Services: Research and General Education Aids (503); Health: Health Research and Education (552).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Organic Act of 1862. Research and Marketing Act of 1946. P.L. 94-317.
Abstract: A large share of the Nation's health costs has been attributed to hunger and poor eating habits. A primary cause of poor nutrition is lack of consumer knowledge about the proper selection and preparation of food. Most of the Federal Government's nutrition information is produced by the Departments of Agriculture (USDA) and Health, Education, and Welfare (HEW), and 12 agencies within these departments administer the dissemination of information developed by at least seven Federal departments and commissions. ***Findings/Conclusions:*** Information concerning Federal spending for nutrition information and education is not readily available, but the Congressional Research Service determined that at least $69.3 million was spent for nutrition education in fiscal year (FY) 1976. Results of a questionnaire indicated that: agencies in

USDA and HEW lacked defined areas of responsibility making it difficult for users to identify sources of materials on specific topics; use of nutrition materials authorized by other agencies was limited; printed materials accounted for 84 percent of materials disseminated, although there was no assurance that this was the most effective method of dissemination; few materials developed by the Federal Government were formally evaluated; only 5 of 352 publications identified had a total distribution of over 1 million copies in FY 1975 and 1976; and most agencies lacked information on the cost to develop materials for dissemination. ***Recommendation To Agencies:*** The Secretaries of USDA and HEW should: designate a central authority to serve as a continuing review board in the future development of nutrition information materials; establish an intradepartmental task force which would assess nutrition-related material developed by each department; and establish an interdepartmental task force to consider such matters as coordination between departments to avoid duplication and insure coverage of necessary areas, the most cost-effective means of reaching consumers, and the role of the Federal Government in cooperating with State and local agencies. Results of task force reports and recommendations should be submitted to the Congress.

105430

The Sahel Development Program: Progress and Constraints. ID-78-18; B-159652. March 29, 1978. 61 pp. plus 3 appendices (3 pp.).
Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Development Assistance Overseas (603); International Economic and Military Programs: U.S. Participation in International Organizations (0609).
Contact: International Division.
Budget Function: Natural Resources, Environment, and Energy: Energy (305); National Defense: Department of Defense - Military (except procurement and contracts) (051).
Organization Concerned: Agency for International Development; Department of State; Department of the Treasury.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.
Abstract: Because of suffering in the Sahel brought about by the drought and famine of 1968 to 1973, the Agency for International Development (AID) was authorized to participate in a long-term development program supported by several countries and international organizations in consultation and planning with the Sahelian countries. The Club du Sahel, consisting of the Sahelian countries, the donor community, and the major international development institutions, was formed to undertake an overall development strategy and plan for the region. ***Findings/Conclusions:*** The Club established a consensus about overall development and strategy, but its principal goal of developing a mutually agreed upon plan of action has not been met. The Sahel development program (SDP) is a useful first step, but issues such as export potential, pricing policy, and land-use management have not been adequately considered. There is a need to define interrelationships among the organizations involved and procedures for coordinating activities. There is concern about the ability of Sahelian countries to effectively use the available economic assistance, and AID should insure that development funding will not be dissipated while these problems are being resolved. Current and proposed AID projects are generally consistent with Club strategy, but it is too early to tell whether they will be integrated into the overall program. Much study and research has been done on development problems of the region but they have not always been productive because they were not project oriented. ***Recommendation To Agencies:*** The Administrator of AID, working together with involved donors and nations, should: establish a management system for disseminating data about ongoing development activities and providing for the review and evaluation of Club-sponsored programs and projects; take measures to supplement the Club's development program with an analysis of issues not yet addressed, a method of assigning priorities, and an annual work plan; develop an overall management plan outlining the management for SDP, and strengthen planning and coordination; take action on the region's training shortfall and its inability to pay for costs of projects; determine that AID projects are consistent with, and complementary to, the Sahel development strategy; have AID inform the Congress of infrastructure contemplated under the overall SDP and its role in financing infrastructure projects; and require future studies and research projects to be directly associated with development progress.

105586

[Protest Alleging Overstated Meal Estimates]. B-190855. March 31, 1978. 4 pp.
Decision re: Jets Services, Inc.; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Procurement Law II.
Organization Concerned: Department of the Army: Fort Jackson, SC; Jets Services, Inc.
Authority: B-182266 (1975). B-188426 (1977). B-186655 (1977). B-179788 (1974).
Abstract: A protester contended that meal estimates for a solicitation for food services were grossly overstated and misleading so that the Army could take advantage of unrealistically low prices engendered by high volume estimates. The estimates were based on the best information available and were not misleading; the protest was denied.

105606

Federal Human Nutrition Research Needs a Coordinated Approach To Advance Nutrition Knowledge (Two Volumes). PSAD-77-156; B-164031(3). March 28, 1978. 212 pp. plus 9 appendices (43 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700); Science and Technology: Management and Oversight of Programs (2004).
Contact: Procurement and Systems Acquisition Division.
Budget Function: Health: Health Research and Education (552).
Organization Concerned: Office of Management and Budget; National Institutes of Health; Department of Agriculture: Agricultural Research Center; Office of Science and Technology Policy.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture and Forestry; Congress.
Authority: Food and Agriculture Act of 1977.
Abstract: Each year the Federal Government spends between $73 million and $117 million on human nutrition research. This represents about 3 percent of the $3 billion it spends annually on all research in agriculture and health. Several Federal departments and agencies support human nutrition research although no department or agency has human nutrition as its primary mission. ***Findings/Conclusions:*** Major knowledge gaps and related research needs have been classified into four broad and interrelated areas that are important for sound nutrition planning whether a nutrition program's target is an entire population, a population subgroup, or an individual. The areas include: human nutritional requirements; food composition and nutrient availability; diet, disease causation, and food safety; and food consumption and nutritional status. Research needs for responding to these knowledge gaps include: long-term studies of human subjects across the full range of both health and disease; comparative studies in populations of different geographic, cultural, and genetic backgrounds; basic investigation of the functions and interactions of dietary components; updated and expanded food composition data; and improved techniques for

assessing long-term toxicological risks. The following barriers to nutrition research persist: lack of central focus and coordination, shortage of nutrition scientists, and uncertainty of Federal funds for extramural research. ***Recommendation To Agencies:*** The Director, Office of Science and Technology Policy, should work with Federal agencies to further define areas of human nutrition research and make recommendations to the Director, Office of Management and Budget to: assign, where practicable, each area to a lead agency; eliminate unnecessary research that may exist among Federal agencies; and promote Government-wide human nutrition research planning, coordination, and reporting.

105607

The Congress Should Clearly Define the National Weather Service's Role To Provide Specialized Weather Services. CED-78-77; B-133202. March 29, 1978. 12 pp. plus 6 appendices (29 pp.).
Report to Rep. Olin E. Teague, Chairman, House Committee on Science and Technology; by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment and Energy: Other Natural Resources (306).
Organization Concerned: Department of Commerce; National Oceanic and Atmospheric Administration; Department of Transportation; Department of Agriculture; National Weather Service.
Congressional Relevance: *House* Committee on Science and Technology; Congress; *Rep.* Olin E. Teague.
Authority: OMB Circular A-62. H.R. 8763 (95th Cong.).
Abstract: The National Weather Service's basic mission is to provide meteorological services to meet public needs or the common needs of Federal agencies. It also provides special services for specialized users including: agricultural, aviation, marine, and forestry weather; environmental air quality; and weather conditions affecting such activities as space flight operations and energy development. The Service's total fiscal year 1978 budget is about $185 million, with about $32 million alloted for specialized weather services. ***Findings/Conclusions:*** The most recent statement of policies affecting specialized weather service is contained in Office of Management and Budget Circular A-62 which provides for the Department of Commerce to keep a current plan, including specialized weather services. However, plans have been developed only for forestry and agriculture weather, and even these are out of date. Effective weather services for aviation, air pollution, and marine activities have been hampered by lack of specific formal plans between the Service and the agencies. Although there is now cooperation in developing plans, the Service believes that the demands of the basic mission and budgetary limitations will limit its ability to effectively provide additional services. Increasing demands for basic services have resulted in reduction of the specialized services. ***Recommendation To Congress:*** The Congress should clearly define the Service's role and responsibilities for providing specialized weather services to user agencies and assure that resources available to the Service are adequate to carry out the responsibilities. The Secretary of Commerce should assure that specific operational plans for specialized weather services are formally agreed to by it and the user agencies. The Secretary, together with user agencies and in consideration of other program priorities, should provide such services through reallocation of existing resources.

105608

Crop Forecasting by Satellite: Progress and Problems. PSAD-78-52; B-183134. April 7, 1978. 21 pp. plus 2 appendices (7 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Federal Involvement in U.S. Agricultural Commercial Export Sales (1714); Science and Technology: Management and Oversight of Programs (2004).
Contact: Procurement and Systems Acquisition Division.
Budget Function: General Science, Space, and Technology: Space Science, Applications, and Technology (254).
Organization Concerned: Department of Agriculture; National Aeronautics and Space Administration; National Oceanic and Atmospheric Administration; Department of Commerce.
Congressional Relevance: *House* Committee on Science and Technology; *Senate* Committee on Commerce, Science, and Transportation; Congress.
Abstract: The Department of Agriculture (USDA), the National Oceanic and Atmospheric Administration (NOAA), and the National Aeronautics and Space Administration (NASA) are trying to improve forecasts of foreign wheat production by using Landsat satellite imagery and weather data. The Large Area Crop Inventory Experiment (LACIE) is designed to determine the usefulness and cost-effectiveness of using Landsat data in conjunction with weather and climate data for forecasts of foreign wheat production. ***Findings/Conclusions:*** To date, LACIE has had mixed success in achieving its performance goals. The Phase II forecast accuracy was high for winter wheat in the Great Plains and low for spring wheat. Production forecast accuracy was low for Canadian wheat, and although the LACIE estimate for the Soviet Union was close to actual production, there were offsetting errors in the area and yield components. Current Landsat technology cannot adequately distinguish spring wheat from other grains. LACIE yield estimates have been less accurate where wheat yields are extremely high or low. To improve the estimates, models are being developed which will use daily rather than aggregated monthly weather data. The lack of reliable historical yield data for some LACIE countries also presents a problem. New research efforts are deemphasizing wheat forecasts and expanding LACIE techniques to other crops and applications. ***Recommendation To Agencies:*** The Secretary of Agriculture should provide cognizant congressional committees with periodic assessments of the LACIE project, the experimentation with other crops, and the experiments with early warning of crop damage and crop condition assessment.

105616

National School Lunch Program Overclaim Against State of Florida. B-111810. March 30, 1978. 8 pp.
Decision re: Florida; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Food and Nutrition Service; Florida; Department of Agriculture.
Authority: National School Lunch Act (P.L. 87-823; 76 Stat. 944; 42 U.S.C. 1751). (P.L. 93-13; 87 Stat. 9). P.L. 92-153. 7 C.F.R. 210. H. Rept. 87-1673. H. Rept. 92-572. H. Res. 923 (92nd Cong.).
Abstract: The Secretary of Agriculture requested concurrence in his refusal to pursue an overclaim established against the State of Florida for Federal funds for the "especially needy" provided under the National School Lunch Program. Since the National School Lunch Act places the responsibility for determining eligibility for these funds on the States, there is no valid basis for the overclaim as long as the State Department of Education had data to reasonably support its conclusion that 21 school districts were eligible for the funds.

105630

The Statistical Reporting Service's Crop Reports Could Be of More Use to Farmers. GGD-78-29; B-137762.34. April 13, 1978. ***Released*** April 19, 1978. 29 pp. plus 6 appendices (15 pp.).
Report to Sen. George McGovern; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700); Statistical and Paperwork Implications of Non-Federal Data (3100).
Contact: General Government Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture; Department of Agriculture: Statistical Reporting Service; Bureau of the Census.
Congressional Relevance: *Sen.* George McGovern.
Authority: Tax Reform Act of 1976. 26 U.S.C. 6103. 13 U.S.C. 8.
Abstract: The accuracy, reliability, and timeliness of the Department of Agriculture's Statistical Reporting Service (SRS) reports and their usefulness to farmers were evaluated. The SRS is responsible for preparing national and State forecasts and estimates pertaining to current and near-future supplies of agricultural products. The purpose of publishing such data is to help farmers make production and marketing decisions. ***Findings/Conclusions:*** Farmers were not using SRS reports because they were not aware of the reports' availability or because they believed that the reports were inaccurate, untimely, or irrelevant. This problem is the result of poor communications between SRS and the farmers. In addition, the SRS internal evaluation system does not ask for farmers' views on their information needs or on proposed SRS program modifications. The system lacks formal procedures which have limited its effectiveness. SRS's statistical practices could be improved by eliminating some of the subjective judgments presently used in developing estimates and forecasts and by using weather information in arriving at forecasts and estimates. The Bureau of the Census and SRS are attempting to maintain two separate mailing lists of the same farm population; such duplication is costly to the Government. Most of the obstacles to consolidation of the two functions stem from restrictions placed on Census information. ***Recommendation To Agencies:*** The Secretary of Agriculture should: conduct a national campaign aimed at identifying farmers' data needs and reactions to the Service program modification and making farmers aware of the information available to them, stressing the usefulness of the information; make sure that farmers receive SRS information by improving distribution; formalize procedures for the SRS's internal evaluation system; and direct the research division to experiment with models using variables to increase the accuracy of early season forecasts and reduce the amount of subjective judgment. The Secretary of Commerce should direct the Bureau of the Census to discontinue its farm operators mailing list and use the list developed by SRS. The Congress should amend legislation to provide the SRS with needed information.

105632
Sugar Price Support Programs. B-118622. April 20, 1978. 2 pp. plus 1 enclosure (7 pp.).
Memorandum to William E. Gahr, Assistant Director, Community and Economic Development Division; by Alan S. Goldberg, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Organization Concerned: Department of Agriculture.
Authority: Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 949; 7 U.S.C. 1147). Agriculture Act of 1949 (7 U.S.C. 1446). H.R. Conf. Rept. 95-599. 42 Fed. Reg. 30409. 42 Fed. Reg. 58759. 42 Fed. Reg. 57948. 42 Fed. Reg. 64677. 42 Fed. Reg. 54557. 123 Cong. Rec. E7045. 123 Cong. Rec. H7646. 123 Cong. Rec. H9549.

105633
Food Update, Vol. 2, Issue 10. March 1978. 8 pp.
Edited by Les Andreoni, Kathy Martin, and Eileen Kugler.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Environmental Protection Agency; Food and Drug Administration.
Authority: Emergency Agricultural Act. S. 2420 (95th Cong.). S. 2405 (95th Cong.). S. 2580 (95th Cong.). S. 2519 (95th Cong.). S. 2481 (95th Cong.). H.R. 11761 (95th Cong.). H.R. 10358 (95th Cong.). H.R. 10716 (95th Cong.). H.R. 10739 (95th Cong.). H.R. 6782 (95th Cong.). H. Rept. 95-641.

105634
The Treasury Department's Administration of the Antidumping Act of 1921. GGD-78-60; B-114898. April 14, 1978. 2 pp. plus 2 enclosures (16 pp.).
Report to Sen. Birch Bayh; Sen. H. John Heinz; Sen. John H. Glenn; Sen. Howard M. Metzenbaum; Sen. Jennings Randolph; by Victor L. Lowe, Director, GAO General Government Division.

Issue Area: International Economic and Military Programs: Relief From Import Injury and Unfair Trade Practices (0612); Tax Administration: Management Information to Measure Tax Program Effectiveness and Allocate Resources (2706).
Contact: General Government Division.
Budget Function: Commerce and Transportation: Other Advancement and Regulation of Commerce (403).
Organization Concerned: Department of the Treasury; United States Customs Service; International Trade Commission.
Congressional Relevance: *Sen.* Birch Bayh; *Sen.* H. John Heinz; *Sen.* John H. Glenn; *Sen.* Howard M. Metzenbaum; *Sen.* Jennings Randolph.
Authority: Antidumping Act of 1921.
Abstract: Questions were raised about the Treasury Department's administration of the Antidumping Act of 1921 to determine whether the act is effective in countering unfair foreign competition involving the sale of imported merchandise in the United States at less than fair value and whether Treasury has been dilatory in its administration of the act. Questions dealt with the time involved in dumping investigations, enforcement of bonding requirements, problems in assessing dumping duties, cooperation of foreign parties, revocation of dumping findings, and the effect of dumping duties on prices. It is difficult to establish a cause-effect relationship between the price of imported merchandise and Treasury's determinations of dumping and assessment of dumping duties. However, a dumping investigation creates enough market uncertainty to prompt adjustments in the price or quantity of imports. While dumping duty assessments have rarely been timely, the potential liability for such duties is known when dumping determinations are made, and this should cause some adjustments. Treasury and the International Trade Commission have met statutory timeframes for the processes involved in determining whether dumping duties should be assessed. Delays in assessment are due partly to the complexities of price comparisons but are also due to the low priority given to this function. The Customs Service has taken actions which should help to reduce delays.

105663
[Comments on the National Aquaculture Organic Act]. B-191582. April 13, 1978. 2 pp.
Letter to Sen. Howard W. Cannon, Chairman, Senate Committee on Commerce, Science, and Transportation; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Congressional Relevance: *Senate* Committee on Commerce, Science, and Transportation; *Sen.* Howard W. Cannon.
Authority: National Aquaculture Organic Act. S. 2582 (95th Cong.). H.R.9370 (95th Cong.).

105668

Need To Notify Foreign Nations of U.S. Pesticide Suspension and Cancellation Actions. CED-78-103; B-133192. April 20, 1978. 4 pp.

Report to Douglas M. Costle, Administrator, Environmental Protection Agency; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Environmental Protection Programs: Harmful Pesticides and Toxic Substances (2211).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Department of State; Environmental Protection Agency.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Federal Insecticide, Fungicide, and Rodenticide Act.
Abstract: The Environmental Protection Agency's (EPA) compliance with section 17(b) of the Federal Insecticide, Fungicide, and Rodenticide Act which requires EPA to notify foreign governments and international agencies whenever registration, cancellation, or suspension of a pesticide becomes effective or ceases to be effective was examined. Since 1972 when the act was amended to require foreign government notifications, EPA has canceled, suspended, or significantly restricted use of 14 pesticides or pesticide ingredients. EPA and Department of State records indicate that foreign governments were notified concerning five pesticide actions. However, cognizant foreign officials indicated that few had actually received the notifications. EPA criteria for reporting suspension and cancellation actions limit foreign government notifications to actions determined to have national or international significance. Only EPA-initiated cancellations and suspensions of basic pesticide active ingredients registered for use in several products are considered actions of national or international significance; actions on individual pesticide products are not. Foreign countries have received little, if any, information through official channels regarding the regulatory status of pesticides. Those countries receiving information obtained it primarily through personal contacts. EPA should: review all pesticide suspensions and cancellations to identify those of national and international significance, compile information on these actions for distribution to appropriate foreign governments, and develop a system with the State Department for timely and efficient dissemination of this information.

105669

Serious Problems With EPA's Pesticide Reference Standards Program. CED-78-109; B-133192. April 26, 1978. 7 pp.

Report to Douglas M. Costle, Administrator, Environmental Protection Agency; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Environmental Protection Programs: Harmful Pesticides and Toxic Substances (2211).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Food and Drug Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Abstract: The Environmental Protection Agency (EPA) has not effectively fulfilled its responsibility to provide reference standards (precisely defined samples) of pesticides for use by the Food and Drug Administration (FDA). As a result, the FDA is seriously hampered in monitoring pesticide residues in food and in enforcing pesticide tolerances. The Pesticide Reference Standards Section (PRSS), which provides regulatory agencies with samples of precisely defined composition for use in analysis of food for pesticide residues, was transferred from the FDA to EPA. After the transfer, the laboratory in which PRSS was located was closed. PRSS staff remained in administrative offices at the laboratory and continued to provide previously partitioned reference standards on request. The laboratory was moved and limited operations were resumed in February 1978. During its 18-month closure, PRSS exhausted its inventory of many standards and, therefore, was unable to provide some needed standards to FDA and provided some others that were either degraded or subpotent. The PRSS inability to provide pure, potent reference standards when needed seriously impairs the enforcement programs of other agencies. The Administrator of EPA should take whatever actions are necessary to: perform appropriate tests to assure that standards sent to enforcement agencies are of the proper quality; and enable PRSS to accomplish its other tasks, including data compiling and cataloging, indexing, synthesizing, and purifying standards materials.

105671

The National Oceanic and Atmospheric Administration Organization Organic Act. April 18, 1978. 9 pp.

Testimony before the House Committee on Science and Technology: Environment and the Atmosphere Subcommittee; by Baltas E. Birkle, Deputy Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: National Oceanic and Atmospheric Administration.
Congressional Relevance: *House* Committee on Science and Technology: Environment and the Atmosphere Subcommittee.
Authority: National Oceanic and Atmospheric Administration Organic Act. H.R. 9708 (95th Cong.). H.R. 6669 (95th Cong.).
Abstract: H.R. 9708, the National Oceanic and Atmospheric Administration (NOAA) Organic Act, recognizes the relationship between oceans and the atmosphere and the need for a national ocean policy. The bill designates NOAA as the lead civilian agency with responsibility for coordinating and carrying out the policy. During the past 4 years, GAO reviewed the following NOAA activities: weather modification research, coastal zone management, weather forecasting, specialized weather services, Outer Continental Shelf development environmental studies, and environmental monitoring by satellite. Some of the problems noted in the programs were insufficient resources, ineffective coordination with other agencies and with States, and needs for better definitions of policy and responsibilities. The studies pointed to the need for a strong lead agency to plan, coordinate, and improve the management of atmospheric science activities.

105678

Audit of Commodity Credit Corporation for Fiscal Year 1977. CED-78-91; B-114824. April 14, 1978. 3 pp. plus 6 enclosures (15 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting (2800).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture; Commodity Credit Corp.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Government Corporation Control Act (31 U.S.C. 8419). Agricultural Trade Development and Assistance Act of 1954 (P.L. 83-480; 7 U.S.C. 1691).
Abstract: An examination of the financial statements of the Commodity Credit Corporation of the Department of Agriculture was directed primarily at their reliability and usefulness. Except as noted, the examination was made in accordance with generally

accepted auditing standards and included tests of the accounting records and other auditing procedures that were considered practicable and reasonable. Because of the uniqueness and scope of the Corporation's operations, it was not practicable to perform all examination and verification steps necessary to reach an overall opinion on the accuracy and fairness of the Corporation's statements as of September 30, 1977, and the results of its operations for the year then ended. ***Findings/Conclusions:*** The Corporation reported a total realized loss of $824 million for fiscal year 1977. This loss, reimbursable through appropriations, was $222 million more than that for fiscal year 1976. The results of operations for fiscal year 1977 did not include costs of $1.3 billion to be recovered through special appropriations and collections from foreign governments. At September 30, 1977, price-support and storage facility loans made to farmers at the county level totaled about $420 million; documentation lags resulted in a $45 million understatement of total assets and liabilities. Because of a problem with receiving prompt responses and reconciling differences, confirmation of accounts and notes receivable was omitted, as was an independent verification of commodities in the Corporation's inventory and those stored as collateral for loans. The reasonableness of the Corporation's allowances for losses on disposition of price-support inventories or loans was also not verified.

105718

Role of the Private Sector in International Commodity Negotiations Needs Revision. ID-78-30; B-175530. May 5, 1978. 42 pp. plus 3 appendices (9 pp.).

Report to Rep. Frederick W. Richmond, Chairman, House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation: Employee Conflicts of Interest (301); International Economic and Military Programs: U.S. Participation in Activities of International Organizations (609).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (152); Agriculture (350).

Organization Concerned: Department of State; Department of Justice; Department of Agriculture; Office of the Special Representative for Trade Negotiations.

Congressional Relevance: *House* Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; *Rep.* Frederick W. Richmond.

Authority: Trade Act of 1974 (19 U.S.C. 2101). Executive Order 11222. 22 C.F.R. 10. 5 C.F.R. 735. F.P.M. ch. 304. 18 U.S.C. 202. 22 U.S.C. 2256. 22 U.S.C. 2656. 22 U.S.C. 2672. 22 U.S.C. 2692. 5 U.S.C. 2105.

Abstract: The United States has been a party to international negotiations for agricultural commodities since 1937. Delegations generally consist of the head of the delegation and alternates who are U.S. Government employees and advisers from either the Government or the private sector. The use of private-sector representatives as advisers is a long-established practice and was institutionalized by the Trade Act of 1974. ***Findings/Conclusions:*** Advisers have performed an important service in negotiations for international commodity agreements, and the private sector should be able to consult with and provide information to negotiators. However, private-sector advisers have almost exclusively come from industry organizations. The recent accreditation of advisers representing consumer interests indicates an increased awareness of the need for consumer representation, but greater emphasis is needed for such representation in order to provide U.S. negotiators with a more balanced view of objectives. The Federal Personnel Manual (FPM) distinguishes between consultants and advisers who are special Government employees subject to Federal conflict-of-interest laws and those invited to appear in a representative capacity who are not subject to these laws. The role of advisers involved in the commodity negotiations does not completely meet criteria for classifying them as representatives of the private sector rather than of the Government. There is also a question as to whether or not industry representatives in coffee negotiations were special Government employees. ***Recommendation To Agencies:*** The Secretary of State should: inform concerned Secretaries, heads of agencies, and organizational entities that private-sector involvement in international commodity conferences includes balanced representation betweeen consumer and industry sectors; revise the State Department policies and guidelines which define the role of the advisers to meet the established criteria for representative advisers as contained in the FPM; issue regulations on elementary rules and ethics applicable to advisers representing the private sector; and strengthen administrative procedures for security clearances and exclusion of nonaccredited persons.

105889

The Summer Feeding Program for Children: Reforms Begun, Many More Urgently Needed. CED-78-90; B-178564. March 31, 1978. 46 pp. plus appendix (11 pp.).

Report to Sen. George McGovern, Chairman, Senate Select Committee on Nutrition and Human Needs; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food: Domestic Feeding Programs for School Children and the Poor (1710).

Contact: Community and Economic Development Division.

Budget Function: Agriculture (350).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Senate* Select Committee on Nutrition and Human Needs; *Sen.* George McGovern.

Authority: National School Lunch Act, as amended (72 U.S.C. 1761). (07 P.L. 95-166; 91 Stat. 1325).

Abstract: The summer food service program for children is one of several child feeding programs created to safeguard the health of the Nation's children. It is an extension of the school feeding programs and is designed to feed, during the summer vacation, children from poor economic areas. Almost since its inception in 1971, the summer feeding program has had problems adversely affecting program operations and goals. ***Findings/Conclusions:*** Although abuses noted in the 1977 program were less flagrant and serious, the following problems remain: insufficient quantities of food in the meals served, poor food quality, and inadequate food storage facilities. Factors contributing to program abuses were: the inflexible legislative limits on the amount of Federal funds for State administration, staffing shortages resulting from factors other than limits on State administrative costs, inadequate efforts to identify areas eligible for the program, inconsistent evaluations in approving sponsors and sites, insufficient State program monitoring, and inadequate State efforts to determine amounts of advance payments to sponsors. Department of Agriculture attention needs to be directed to: determining areas' eligibility for program benefits, clustered and overlapping feeding sites, keeping sponsors with poor previous performances out of the program, visiting proposed feeding sites before they are approved, monitoring program feeding operations, and taking action against sponsors and sites violating program regulations. ***Recommendation To Congress:*** The Congress should revise the summer feeding program legislation to provide the Secretary of Agriculture with more flexibility in providing administrative funds to meet the needs of the States. The Congress and the Department of Agriculture should consider various alternatives for dealing with problems resulting from inadequate facilities at feeding sites. The Secretary of Agriculture should strengthen some of the program regulations and better enforce them.

105890

[Entitlement Funding and Its Appropriateness for the WIC Program]. CED-78-98; B-176994. April 13, 1978. ***Released*** April 24, 1978. 4 pp. plus enclosure (1 p.).

Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Health Programs (1200); Food: Domestic Feeding Programs for School Children and the Poor (1710).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Sen.* Thomas F. Eagleton.
Authority: Child Nutrition Act, as amended (42 U.S.C. 1786). Congressional Budget and Impoundment Control Act of 1974. State and Local Fiscal Assistance Act of 1972. 7 U.S.C. 612c. H. Rept. 94-1165.
Abstract: Entitlement legislation requires the payment of benefits to any person, State, or local government meeting requirements established by law. Once enacted, entitlement legislation automatically creates legally enforceable claims to benefits and effectively preempts the Congress' formal process of deliberating funding levels and appropriations. GAO has consistently taken the position that the public interest is best served through congressional control of programs and has advocated that programs be financed through periodic direct appropriations. According to officials of the Department of Agriculture, the Special Supplemental Food Program for Women, Infants, and Children is not considered an entitlement program because it operates within a funding ceiling. The program was created before the passage of the Budget and Impoundment Control Act of 1974 and the increased concern and awareness for budgetary control that have resulted.

105892

Food Stamp Work Requirements: Ineffective Paperwork or Effective Tool? CED-78-60; A-51604. April 24, 1978. 28 pp. plus 3 appendices (6 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Department of Labor.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011). Food Stamp Act of 1977 (P.L. 95-113). Social Security Act, as amended (42 U.S.C. 602). Fair Labor Standards Act of 1938, as amended (29 U.S.C. 206(a)). P.L. 91-671. 84 Stat. 2049.
Abstract: Since 1971, able-bodied adults who receive food stamps and are not exempted by law have been required to register for and accept employment. These requirements were intended to affect the program in two ways: by finding recipients jobs so that they would no longer need assistance and by denying stamps to those who are able but unwilling to work. ***Findings/Conclusions:*** The food stamp program's work registration requirements have not achieved the intended results. A random selection of 1,061 cases from applications approved during January 1976 found 620 recipients who were required to register for work. Of the 620, only 3 obtained jobs and only 233 registered at local employment offices. The remaining 384 recipients were not registered because: food stamp offices failed to have them fill out work registration forms, food stamp offices had not sent the completed forms to employment service offices, employment service offices had not distributed the forms to appropriate local offices, and forms had not reached the local employment service offices for various other reasons. Present procedures for evaluating work registration activities are not adequate because they do not provide information on the percentage of recipients who have not registered and whether the employment offices are receiving work registration forms and using them. ***Recommendation To Agencies:*** The Secretaries of Agriculture and Labor should require: better information to be gathered on the effectiveness of the food stamp work requirements; closer monitoring of State and local activities implementing these requirements; and stronger action to correct identified problems, including finding out why required procedures are not being followed and what can be done to insure that they are followed.

105895

Problems Persist in the Puerto Rico Food Stamp Program, the Nation's Largest. CED-78-84; B-51604. April 27, 1978. 55 pp. plus 3 appendices (18 pp.).

Report to Sen. James B. Allen; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Food: Domestic Feeding Programs for School Children and the Poor (1710).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Food and Nutrition Service; Puerto Rico.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* James B. Allen.
Authority: Food Stamp Act of 1964, as amended (7 U.S.C. 2011). Food Stamp Act of 1977 (P.L. 95-113, title XIII; 91 Stat. 913; 91 Stat. 958). (P.L. 91-671; 84 Stat. 2048).
Abstract: In 1971, legislation was enacted which authorized the Commonwealth of Puerto Rico to participate in the food stamp program; today the Puerto Rico program is the largest food stamp operation in the Nation in terms of both the percentage of population participating and the total value of stamps issued monthly. ***Findings/Conclusions:*** Problems have existed in the Puerto Rico program since it began, but little was done in the past by the Commonwealth or the Food and Nutrition Service to solve the problems. Auditors found accountability deficiencies, resulting from problems reported in 1974, and other problems such as: lack of documentation suporting retroactive benefit issuances, inadequate monitoring of Commonwealth personnel who both participated in the program and administered it, and failure to identify questionable authorization card redemptions. Corrective action by the Commonwealth was delayed without adequate explanation. Recently, more substantial actions have been taken to improve program performance. There is a need, however, for improvement in computer system operations in order to correct problems in program service and accountability. The Secretary of Agriculture should have the Administrator, Food and Nutrition Service: direct that the Service steering committee formed to help resolve Puerto Rico food stamp management problems address the program management deficiencies outlined; form a technical assistance

group responsible for the long-term improvement of the Commonwealth's food stamp computer system; and require the Commonwealth, with technical assistance from the computer group, to undertake a series of corrective actions for improving the computer system.

105914

General Accounting Office Reviews of Department of Agriculture Activities. May 19, 1978. 18 pp. plus enclosure (2 pp.).
Testimony before the Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee.
Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L.[83]-480). National School Lunch Act. Food Stamp Act of 1977. Food and Agriculture Act of 1977. Clean Water Act of 1977. Soil and Water Resources Conservation Act of 1977.
Abstract: In the area of domestic food assistance programs, GAO has identified major problems and issues, including: abuses in the summer food service program for children, the food stamp program's accountability system, overissued food stamp benefits, and amounts of food and nutrients in the school lunch program. Matters of concern in the area of nutrition involve the availability of reliable nutrition information and documentation of the results of feeding programs. GAO activites in the area of conservation focused on technical and financial assistance programs, water pollution, and water resources. Questions were raised about the effectiveness of the Department of Agriculture's field offices. Energy issues considered by GAO included development of solar energy technologies. The Food for Peace and related foreign aid programs were examined. In terms of funding practices for agriculture programs, GAO reviewed entitlement funding, unobligated balances of budget authority, no-year appropriations, and net borrowings. The Commodities Futures Trading Commission activities and personnel were also considered.

105915

Agricultural Export Reporting Issues. May 31, 1978. 13 pp. plus 2 enclosures (4 pp.).
Testimony before the House Committee on Agriculture: Department Investigations, Oversight, and Research Subcommittee; by J. Kenneth Fasick, Director, GAO Internatinal Division.

Contact: International Division.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture: Department Investigations, Oversight, and Research Subcommittee.
Authority: Agricultural Trade Act of 1978. Agricultural Act of 1977. Agriculture and Consumer Protection Act of 1973. Export Administration Act of 1969. H.R. 10946 (95th Cong.).
Abstract: Since the establishment of a mandatory export reporting system in September 1973, all exporters of wheat and wheat flour, feed grains, oilseeds, cotton, and related commodities have provided the Department of Agriculture with weekly export sales data. Throughout its existence, the export reporting system has been plagued with problems which have resulted in questions concerning its accuracy, effectiveness, and efficiency. The system has fallen short of providing timely, accurate, reliable, and complete agricultural export data. It has not provided prospective sales information and was not effective as an early warning system. A survey of agricultural commodity exporters indicated that exporters had a generally favorable attitude toward the export sales reporting system but that most exporters were generally opposed to more stringent controls. However, exporters were generally dissatisfied with past Government actions which caused them to cancel or renegotiate contracts. They were generally satisfied with the voluntary prior approval system which was a mild precontractual review of large volume export sales. A study of the relationship between weekly agricultural prices and weekly data published in the export reports showed inconsistent results, and an analysis of the reporting system's impact on price variability showed little impact on prices as a result of the reporting system. Proposed legislation is designed to make more and better export information available to the Secretary of Agriculture and to provide a mechanism for more timely decisionmaking.

105916

Regulation of the Commodity Futures Markets: What Needs To Be Done. CED-78-110; B-146770. May 17, 1978. 242 pp. plus 8 appendices (40 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Federal Regulatory Activities (3000).
Contact: Community and Economic Development Division.
Budget Function: Commerce and Transportation: Other Advancements and Regulation of Commerce (403).
Organization Concerned: Commodity Futures Trading Commission; Securities and Exchange Commission.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Commodity Exchange Act, as amended (7 U.S.C. 1). Commodity Futures Trading Commission Act of 1974 (P.L. 93-463; 88 Stat. 1389). Securities Act of 1933. P.L. 94-16.
Abstract: The Commodity Futures Trading Commission Act of 1974 provided comprehensive regulation of all commodities, goods, and services traded on the futures markets. Futures trading is the buying and selling of standardized contracts for the future delivery of specified grades and amounts of commodities. Ten commodity exchanges provide organized central markets where trading can take place through open outcry and competitive bidding. The 1974 act authorized the Commodity Futures Trading Commission (CFTC) to operate through fiscal year 1978, and legislation must be enacted reauthorizing the Commission to operate beyond that date. ***Findings/Conclusions:*** The CFTC has been slow in developing a formalized planning process and, as a result, its regulatory posture has been overly ad hoc and reactive instead of anticipatory and preventive. The Commission's performance has been adversely affected by organizational and management problems, including: lack of strong management experience in executive positions, management weaknesses in the Executive Director's office due to organizational instability and jurisdictional disputes, a high rate of staff turnover, failure to develop professional cadres and managers from within the organization, and lack of a broad representation of views on advisory committees. The initial market designation reviews were not comprehensive enough to assure that only contract markets meeting statutory and CFTC requirements were designated. While the Commission's rule enforcement review program has produced some positive results, more remains to be done. ***Recommendation To Congress:*** The Congress should reauthorize CFTC for 4 years, and should amend the authorizing legislation to have the Securities and Exchange Commission regulate all futures contracts on securities. The CFTC should: promptly follow up on all unresolved and outstanding issues pertaining to the 1975 initial market designations, clarify and enforce market designation guidelines, and establish a program to monitor how well the exchanges are carrying out their continuing responsibilities to ensure that contract terms and conditions reflect market conditions. The Chairman of the CFTC should: constitute a task force to study the feasibility, costs, and benefits of a system for precise time sequencing of all trades; and develop and analyze evidence to determine whether dual trading is

necessary for trading liquidity. To protect the trading public from unfit and unqualified individuals and firms, the Chairman should: fingerprint the registration applicants and submit prints to the FBI for checks, review the fitness of registrants on a continuing basis, and establish and enforce qualification and proficiency standards for registrants.

105940

Better Analysis of Uncertainty Needed for Water Resource Projects. PAD-78-67; B-167941. June 2, 1978. 28 pp. plus 2 appendices (5 pp.).

Report to Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Ranking Minority Member, Senate Committee on the Budget; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs (2500).
Contact: Program Analysis Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (0301).
Organization Concerned: Department of the Army: Corps of Engineers.
Congressional Relevance: *Senate* Committee on the Budget; *Sen.* Edmund S. Muskie; *Sen.* Henry L. Bellmon.
Abstract: When the Corps of Engineers estimates costs and benefits of proposed water resource projects, it encounters uncertainty. The two basic probability approaches to analyzing uncertainty are the "relative frequency" approach which relies on past events and the "subjective interpretation" approach which depends on whether an event will occur at all. ***Findings/Conclusions:*** The Corps is more successful in analyses of costs and benefits which depend on the "relative frequency" approach. For example, if floods have occurred at a certain frequency in the past, they can be expected to occur at similar frequencies in the future. However, predictions of events such as future development in a flood-prone area are subjective. The Corps' treatment of this type of uncertainty could be improved. For example, when an estimate of future events is based on the judgment of a panel of experts, it should reflect the degree of agreement in the panel, not just the "average" opinion. ***Recommendation To Agencies:*** The Corps should: explicitly recognize intangible benefits and costs and show what effect they have on judgments about a project, indicate the level of confidence surrounding estimates which involve uncertainty, make increased use of sensitivity analysis to show the potential impact of uncertainty on expected costs and benefits, adjust estimates to account for uncertainty, incorporate an "option" value in its analysis to reflect the fact that an irreversible action may preclude some other action whose future value could be greater than expected, and consider devoting more analysis to factors that are the greatest sources of uncertainty.

105966

Audit of the United States Senate Restaurants Revolving Fund, October 3, 1976, to October 1, 1977, Architect of the Capitol. GGD-78-68; B-114871. May 31, 1978. 8 pp. plus 4 enclosures (10 pp.).

Report to George M. White, Architect of the Capitol; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes (2802).
Contact: General Government Division.
Budget Function: General Government: Legislative Functions (801).
Organization Concerned: Senate: Restaurants.
Congressional Relevance: *Senate* Committee on Rules and Administration.
Authority: Legislative Branch Appropriation Act [of] 1972 (P.L. 92-51). 40 U.S.C. 174j.
Abstract: The Senate Restaurants are operated primarily for Senators and employees of the United States Senate. The Architect of the Capitol is responsible for managing the restaurants under the direction of the Senate Committee on Rules and Administration. Receipts from sales and transfer from appropriations for contingent expenses of the Senate are used to finance the activities of the Senate Restaurants Revolving Fund, and funds appropriated to the Architect of the Capitol may be used to purchase restaurant equipment. This equipment is not recorded as assets of the Revolving Fund. ***Findings/Conclusions:*** The United States Senate Restaurants Revolving Fund was audited for the period October 3, 1976, to October 1, 1977, in accordance with the Comptroller General's standards for auditing financial transactions, accounts, and reports of governmental activities. These standards include generally accepted auditing standards. Financial statements were prepared on the basis of the accounting records maintained on an accrual basis by the Senate Restaurants' accounting staff and do not include the cost of equipment and furnishings acquired with appropriated funds. The statements were prepared on a basis consistent with that of the preceding period and present fairly the financial position of the Senate Restaurants Revolving Fund at October 1, 1977, and October 2, 1976, results of its operations, and changes in its financial position for the periods then ended.

105984

[Federal Responsibilities for Insuring Safe and Pure Fish Products]. November 3, 1977. 6 pp.

Report to Donald Kennedy, Commissioner, Food and Drug Administration; by Albert B. Jojokian, Assistant Director, GAO Human Resources Division.

Contact: Human Resources Division.
Authority: Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301).
Abstract: A survey of Federal responsibilities for insuring safe and pure fish products assessed: (1) whether actual or potential chemical contamination of fish products warranted a special testing program; and (2) the potential for coordinating Federal and State food inspection efforts. The survey disclosed a need for systematic, comprehensive testing of fish due to the widespread occurrence of toxic chemicals and suspected carcinogens in fish, discovery of concentrated chemical contamination in particular geographic areas, and potential for future chemical contamination problems. The Food and Drug Administration (FDA) plans to implement a special chemical contamination program for fish in fiscal year 1978. The program will contain elements necessary for assessing the health hazards of chemical contamination and should be aggressively monitored to assure timely and effective implementation. There is a potential for maximizing inspection resources by coordinating Federal and State food plant inspections to avoid having FDA and State inspectors at a plant within the same time period. The Commissioner of the FDA should emphasize close coordination with States to maximize resources.

105997

The Johnstown Area Flood of 1977: A Case Study for the Future. CED-78-114; B-167790. May 5, 1978. 44 pp. plus 9 appendices (26 pp.).

Report to Sen. Thomas F. Eagleton; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development (2100).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Disaster Relief and Insurance (453).
Organization Concerned: Small Business Administration; Department of Housing and Urban Development; Department of

Agriculture; Department of the Army: Corps of Engineers; National Flood Insurers Association; Federal Insurance Administration.

Congressional Relevance: *House* Committee on Banking, Finance and Urban Affairs; *Senate* Committee on Banking, Housing and Urban Affairs; *Sen.* Thomas F. Eagleton.

Authority: Flood Disaster Protection Act of 1973 (P.L. 93-234). Disaster Relief Act of 1974 (P.L. 93-288).

Abstract: In July 1977, the Johnstown, Pennsylvania, area was declared a major disaster area after a flood struck 136 communities in 8 counties and killed 76 people, injured or caused illness to 2,700, and damaged over $300 million in property. Federal disaster assistance to the Johnstown area is expected to total $261 million. Assistance was available to individual victims and State and local governments from 12 Federal agencies responsible for 27 programs. ***Findings/Conclusions:*** Most of the victims interviewed rated Federal disaster response as excellent or good. There were no complaints about coordination of the Federal response, but some victims had complaints about specific programs or about the number of forms that had to be completed for each agency. The independence of the Federal coordinating officer from the Federal Disaster Assistance Administration contributed to the overall success of the Federal recovery effort. Without the nearly $26 million in flood insurance proceeds paid by the National Flood Insurance Program, additional loans and grants would have been required. A local flash flood warning system could have alerted authorities to the disaster much sooner, and an improved communications system could have provided better and quicker emergency assistance to the disaster area. The Federal Insurance Administration did not: adequately monitor community enforcement of floodplain management regulations, adequately encourage communities to participate in the flood insurance program, or actively encourage property owners to purchase flood insurance. No disaster assistance was denied those not covered by flood insurance, but victims were sometimes required to purchase flood insurance

106002

Difficulties in Coordinating Farm Assistance Programs Operated by Farmers Home Administration and Small Business Administration. CED-78-118; B-114873. May 25, 1978. 73 pp. plus 7 appendices (22 pp.).

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; Sen. Gaylord Nelson, Chairman, Senate Select Committee on Small Business; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development (2100).

Contact: Community and Economic Development Division.

Budget Function: Community and Regional Development: Disaster Relief and Insurance (453).

Organization Concerned: Small Business Administration; Department of Agriculture; Farmers Home Administration.

Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry; *Senate* Select Committee on Small Business; *Sen.* Herman E. Talmadge; *Sen.* Gaylord Nelson.

Authority: Small Business Act, as amended (P.L. 94-305). Consolidated Farm and Rural Development Act, as amended (P.L. 95-89). Disaster Relief Act of 1970 (15 U.S.C. 636a). H.R. 11504 (95th Cong.). H.R. 11445 (95th Cong.). S. 2146 (95th Cong.).

Abstract: The Farmers Home Administration (FmHA) has traditionally been the primary Federal agency making disaster and nondisaster loans to farmers. Public Law 94-305 amended the Small Business Act to include farmers in the definition of a small business concern, allowing the Small Business Administration (SBA) to provide disaster and nondisaster loans to farmers. ***Findings/Conclusions:*** Both FmHA and SBA administer disaster loan programs to essentially the same target population. However, differences in the programs affect borrower eligibility, amounts and types of loans made, and terms and conditions of the loans and can result in an inequitable and confusing situation for farmers. A major difference is that FmHA cannot make loans to farmers who are able to obtain credit from other sources at reasonable rates and terms whereas SBA can. The highly subsidized interest rates of disaster loans coupled with the lack of a credit-elsewhere test create a strong incentive for farmers to borrow from SBA rather than from other sources of credit. The use of SBA regular (nondisaster) programs by farmers has been limited however. A sample of disaster loan applicants was surveyed to determine their views on the loan programs. The majority of respondents were satisfied with the services provided by both FmHA and SBA under their disaster loan programs. Most said that the time it took to receive loan funds caused no financial hardship and that the benefits were worth the efforts made to obtain them. ***Recommendation To Congress:*** The Congress should decide whether or not it should be Government policy to make disaster assistance loans to farmers who are able to obtain credit elsewhere. Once this decision is made, the Small Business Act should be amended so that SBA is no longer authorized to make disaster loans to farmers. Congress should also enact legislation to liberalize the eligibility requirements and increase the loan limits of FmHA regular farm loan programs. The Administrator of FmHA should propose legislation to the Congress to revise the agency's minimum loss eligibility criteria to make it more equitable. The Administrator of SBA should request joint-payee checks for amounts of any disaster payments so that the payments may be applied against borrowers' loans.

106004

Effects of Tax Policies on Land Use. CED-78-97. April 28, 1978. 46 pp. plus appendix (2 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Intergovernmental Relations and Revenue Sharing (400); Tax Policy (1500); Land Use Planning and Control (2300).

Contact: Community and Economic Development Division.

Budget Function: Agriculture (350); Community and Regional Development (450).

Organization Concerned: Department of Housing and Urban Development; Department of Agriculture; Council on Environmental Quality.

Authority: Internal Revenue Code. OMB Circular A-95. Tax Reform Act of 1976.

Abstract: There has been an increasing awareness in the United States that taxation may play an important role in influencing land use. This awareness includes a recognition of certain undesirable consequences of past Federal, State, or local tax policies and practices. Although there is no single overall Federal policy on the use of public or private land, the Federal Government has a special interest in the effect of taxes on land use. ***Findings/Conclusions:*** One of the most important sources of State and local revenues is property taxes which generally consists of a dual tax levied on the land and its improvements. The present system of property taxation tends to overtax improvements and undertax land. This provides a disincentive to maintain or improve urban property or develop urban land to its highest use. Property taxes on agricultural land, if assessed on the basis of potential market value, can be a heavy burden on the owner. A 1973 study showed, in several cities, a systematic overassessment of properties in blighted and declining neighborhoods and an underassessment of properties in stable and improving neighborhoods. The study concluded that the most urgent property tax reform is to equalize effective tax rates across neighborhoods within the same city to share the costs of public services more evenly and not penalize deteriorating neighborhoods. Major issues that need to be dealt with include: a need for coordinated action by all concerned Federal agencies to harmonize tax policies with national policy objectives, identification of inconsistencies between tax provisions and specific national goals and programs, and development of alternative strategies to achieve national objectives.

106134

[Rejection of Proposal for Failure To Comply With Pesticide Labeling Requirements Was Proper]. B-190997. May 11, 1978. 3 pp.
Decision re: Trio Chemical Works, Inc.; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Procurement Law II.
Organization Concerned: Defense Logistics Agency.
Authority: Federal Environmental Pesticide Control Act of 1972, as amended (P.L. 92-516; 7 U.S.C. 136). 4 C.F.R. 20. 41 Fed. Reg. 41142. 41 Fed. Reg. 41144. 41 Fed. Reg. 41146.
Abstract: A company protested the rejection of its low offer because it did not comply with labeling requirements for a pesticide. The protest, filed after rejection of the proposal, was timely since it involved the propriety of the rejection rather than the solicitation requirement. The rejection was proper even though the offered product was chemically identical to an acceptable product since the labeling requirements reflected the Government's actual needs, the offeror's label did not conform with those needs, and use of the pesticide in a manner inconsistent with its labeling would be in violation of Federal law.

106193

[Management Plan Needed for the Nation's Saline Water Conversion Program]. May 12, 1978. 3 pp.
Report to Gary D. Cobb, Director, Office of Water Research and Technology; by Wilbur D. Campbell, Associate Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Water Resources (0301).
Organization Concerned: Department of the Interior.
Abstract: In 1952, the Congress established the Saline Water Conversion Program to research and develop practical, low-cost means of converting seawater and other saline waters into useful water. Although the program has been cited as being responsible for much of the desalting technology currently in use or being installed in the world today, the objective of the Saline Water Conversion Program has not been met to a large extent. The program has suffered from a lack of consistent management focus, and various administration changes have contributed to uncertainty on what needs to be done, in what priority, and when it should be completed. Recently, the threat of program termination has raised questions concerning the program's future and resulted in an unstable environment. The Office of Water Research and Technology needs to better define its management plan for achieving program objectives by identifying goals and milestones for measuring, monitoring, and guiding the research, development, and demonstration efforts for each desalination process. A further step in improving planning would be the development of specific criteria indicating when a process would be considered commercially available and would not need additional government support.

106210

Redesigning Shipping Containers To Reduce Food Costs. CED-78-81; B-114824. April 28, 1978. 71 pp. plus 4 appendices (8 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (0350); Commerce and Transportation (0400).
Organization Concerned: Department of Agriculture; National Center for Productivity and Quality of Working Life; National Bureau of Standards.
Congressional Relevance: *Senate* Committee on Commerce, Science, and Transportation; Congress.
Authority: Fair Packaging and Labeling Act of 1966 (15 U.S.C. 1451). Agricultural Marketing Act of 1946 (60 Stat. 1087). Metric Conversion Act of 1975 (15 U.S.C. 205a). 16 C.F.R. 15.
Abstract: The cost of food distribution is an important element in food costs. Processed and fresh products for retail sale are transported in shipping containers to their destinations. The variety of container sizes and shapes has made it difficult to develop efficient handling techniques. *Findings/Conclusions:* Modularization, a concept that geometrically relates food shipping container sizes to one another, offers a way of reducing food costs. This concept has been used in European countries with good results, but little has been done in the United States to implement such standardization. If used, it would permit more efficient transportation and handling of goods, eliminating wasted space and resulting in less damage to goods. Because of diverse package sizes and large capital investments in the packaging industry, modularization can involve high initial equipment costs, but costs can be reduced as size changes are coordinated with new products and normal equipment replacement. Manufacturers would bear the greatest burden of conversion costs and benefit least, while wholesalers would benefit most. Conversion to the metric system would simplify geometric relationships which could help in modularization. If the food industry should convert to the metric system, some manufacturers may design new packages in modular units. Increased food system efficiency could lead to lower food prices, but with neither Government nor industry promoting modularization, this is unlikely. *Recommendation To Agencies:* The Department of Agriculture should initiate the advancement of modularization and enlist the participation of the food industry. Such an effort should include: identifying and quantifying costs and benefits of modularization, determining the most feasible method to coordinate modularization with industry changes, exploring with the food industry what further steps may be necessary, and obtaining the assistance of the National Bureau of Standards. The U.S. Metric Board, when formed, should consider modularization in actions to change food package sizes. The Congress should examine the status of efforts to coordinate metrication and modularization and examine food industry progress toward modularization.

106211

[Joint Proposal for a Nutrition Surveillance System]. CED-78-145; B-133192, B-164031(3). June 29, 1978. 10 pp.
Report to Secretary, Department of Health, Education, and Welfare; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs (1200); Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Education, Manpower, and Social Services: Research and General Education Aids (503). Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Human Resources.
Authority: P.L. 95-113.
Abstract: The Departments of Agriculture and Health, Education, and Welfare (HEW) developed and submitted to the Congress a joint proposal for a comprehensive Nutritional Status Monitoring

System (NSMS) which recognized that there was no adequate national nutrition surveillance system and proposed to institute one. An effective surveillance system should: promptly identify nutritional needs; pinpoint, within narrow geographic boundaries, specific target groups with nutritional needs; predict future areas of nutritional concern; and provide data which Federal agencies can use to monitor the effectiveness of programs for various population groups. A number of weaknesses exist which preclude current programs from functioning as an effective surveillance system: (1) the systems are not always specific enough to identify problems by narrow geographic areas or do not always include important population groups; (2) the systems do not produce information in a timely manner; and (3) the systems do not provide information adequate for evaluating the effectiveness of programs designed to improve nutritional health. The proposed NSMS consists of four interrelated elements to determine nutritional and dietary status, nutritional quality of foods, dietary practices and knowledge, and the impact of nutrition intervention programs. There are four major areas of concern with the NSMS: lack of specificity and agreement between the Department of Agriculture and HEW; lack of agreement on the collaborative, dicennial survey; the role of the system in program evaluation; and the inadequacy of the coordination mechanism. The Congress should designate either Agriculture or HEW as the lead agency for nutrition intelligence gathering, and an outside party should be selected to conduct an independent peer review of the program.

106212

[Need for a Comprehensive National Nutrition Surveillance System]. CED-78-144; B-133192, B-164031(3). June 29, 1978. 10 pp.

Report to Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Health Programs (1200); Food (1700).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (0352); Education, Manpower, and Social Services: Research and General Education Aids (503).

Organization Concerned: Department of Health, Education, and Welfare.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.

Authority: P.L. 95-113.

Abstract: The Departments of Agriculture and Health, Education, and Welfare (HEW) developed and submitted to the Congress a joint proposal for a comprehensive Nutritional Status Monitoring System (NSMS) which recognized that there was no adequate national nutrition surveillance system and proposed to institute one. An effective surveillance system should: promptly identify nutritional needs; pinpoint, within narrow geographic boundaries, specific target groups with nutritional needs; predict future areas of nutritional concern; and provide data which Federal agencies can use to monitor the effectiveness of programs for various population groups. A number of weaknesses exist which preclude current programs from functioning as an effective surveillance system: (1) the systems are not always specific enough to identify problems by narrow geographic areas or do not always include important population groups; (2) the systems do not produce information in a timely manner; and (3) the systems do not provide information adequate for evaluating the effectiveness of programs designed to improve nutritional health. The proposed NSMS consists of four interrelated elements to determine nutritional and dietary status, nutritional quality of foods, dietary practices and knowledge, and the impact of nutrition intervention programs. There are four major areas of concern with the NSMS proposal: lack of specificity and agreement between the Department of Agriculture and HEW; lack of agreement on the collaborative, dicennial survey; the role of the system in program evaluation; and the inadequacy of the coordination mechanism. The Congress should designate either Agriculture or HEW as the lead agency for nutrition intelligence gathering, and an outside party should be selected to conduct an independent peer review of the program.

106213

Authority of Food and Drug Administration To Promulgate Regulations Allowing Food Manufacturers To Use Safe and Suitable Optional Ingredients. B-164031(2).154. April 28, 1978. 1 pp. plus enclosure (6 pp.).

Memorandum to Edward R. Tasca, Supervisory Auditor, Human Resources Division; by Robert H. Hunter, Jr, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.

Organization Concerned: Food and Drug Administration.

Congressional Relevance: *House* Committee on Agriculture: Dairy and Poultry Subcommittee.

Authority: Federal Food, Drug, and Cosmetic Act of 1938 (21 U.S.C. 341). 21 U.S.C. 321(a). 21 U.S.C. 348. 21 U.S.C. 376. 21 C.F.R. 5. 21 C.F.R. 130. 21 C.F.R 131. 21 C.F.R. 133. 21 C.F.R. 152. 21 C.F.R. 161. 21 C.F.R. 168. 43 Fed. Reg. 4596. H. Rept. 75-2139. S. Rept. 75-152. S. Rept. 74-361.

106214

Food Update, Vol. 3, Issue 1. April 1978. 8 pp.

Edited by Les Andreoni and Eileen Kugler.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture; Food and Drug Administration; Federal Trade Commission.

Authority: Food Safety and Nutrition Amendment of 1978; H.R. 10358 (95th Cong.). Emergency Agricultural Act; H.R. 6782 (95th Cong.). National Consumer Information Act of 1978; H.R. 11761 (95th Cong.). Packers and Stockyards Act of 1921. S. 2420 (95th Cong.). S. 2405 (95th Cong.). S. 2990 (95th Cong.). S. 2895 (95th Cong.). H.R. 10716 (95th Cong.). H.R. 10739 (95th Cong.). H.R. 12373 (95th Cong.). H.R. 12309 (95th Cong.). H.R. 12343 (95th Cong.).

106215

Coffee Marketing. June 21, 1978. 6 pp.

Testimony before the Senate Committee on Foreign Relations: Foreign Economic Policy Subcommittee; by J. Kenneth Fasick, Director, GAO International Division.

Contact: International Division.

Congressional Relevance: *Senate* Committee on Foreign Relations: Foreign Economic Policy Subcommittee.

Abstract: Coffee is produced in 53 countries and territories and is vital to the economies of many underdeveloped countries. In 1976, the export value of coffee was more than $8 billion, second only to petroleum in international commodity trade. For the 1976-77 crop year, Uganda was the seventh largest coffee-producing country, producing 2.7 million bags weighing 60 kilo each. In 1976, Uganda exported 2.6 million bags valued at $298 million which represented about 83% of its total exports. The United States in 1976 imported 19.8 million bags of coffee valued at $2.6 billion, of which 5% (or 941,000 bags valued at $106 million) reportedly came from Uganda. The country of origin of coffee is usually the country where the merchandise is grown; however, where the country of origin cannot be determined, the transactions are credited to the country of shipment. Therefore, the origin statistics for Uganda or any other country could be overstated or understated. The ability to obtain precise origin data is further compromised by the 1976 International Coffee Agreement which differed from the 1968 Agreement on the use of export quotas. Green Coffee Association statistics for 1976 indicate that about 15% of coffee imports were for "order" or no special purchaser. About 35% of imports from Uganda were consigned to "order."

106240

Waste Disposal Practices: A Threat to Health and the Nation's Water Supply. CED-78-120; B-166506. June 16, 1978. 31 pp. plus 2 appendices (3 pp.).

Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201); Environmental Protection Programs: Solid Waste Disposal and Resource Recovery (2206).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.
Authority: Resource Conservation and Recovery Act of 1976 (P.L. 94-580). Safe Drinking Water Act (42 U.S.C. 300(f)). Clean Water Act of 1977 (P.L. 95-217). Toxic Substances Control Act.
Abstract: Millions of tons of waste are generated annually and disposed of on land because this is usually the cheapest method of waste disposal. Land disposal sites are often located in areas considered to have little value for other uses. ***Findings/Conclusions:*** There has not been enough concern for soil or proximity to water resources in selecting land disposal sites. Leachate, a polluted liquid resulting when water comes in contact with waste, contaminates groundwater and creates a potential public health threat. Federal and State agencies have not assessed the extent of damage to groundwater supplies or determined the number of sites which may be leaching. Studies have been made only after wells have been contaminated. The Environmental Protection Agency (EPA) estimated that about 14,000 of the nearly 20,000 municipal wasteland disposal sites do not comply with State standards, and almost nothing is known of the over 100,000 industrial sites. State programs have been ineffective because of lack of staff and funds and because of the unavailability of alternative sites. Federal legislation aimed at improving waste disposal practices has not been effective enough because time frames for improvements have not been met, problems of existing groundwater contamination have not been addressed, and monitoring of drinking water systems does not include all contaminants. ***Recommendation To Congress:*** The Administrator, EPA, should: determine when the legislative mandate for completing the open dump inventory can reasonably be achieved and present this information and estimates of needed Federal funding to congressional committees, include in criteria for sanitary landfills monitoring at sites located in areas where conditions enable the development of leachate contamination unless States specify that groundwater will not be used as drinking supply, and amend implementing regulations to the Safe Drinking Water Act applicable to State programs to include minimum standards for performing the sanitary survey of public water systems. These standards should include an analysis of sources of pollution and effects on water quality and provide for public notification of survey results.

106245

Audit of the House of Representatives Restaurant Revolving Fund, July 4, 1976, to October 8, 1977. GGD-78-65; B-114891. June 9, 1978. 8 pp. plus 5 enclosures (11 pp.).

Report to Rep. Frank Thompson, Jr., Chairman, House Committee on House Administration; by Robert F. Keller, Acting Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes (2802).
Contact: General Government Division.
Budget Function: General Government: Legislative Functions (801).
Organization Concerned: House of Representatives: Restaurant.
Congressional Relevance: *House* Committee on House Administration; Congress; *Rep.* Frank Thompson, Jr.
Authority: P.L. 92-51. H. Res. 317 (92nd Cong.).
Abstract: The House of Representatives Restaurant is operated primarily for Members and employees of the House. Its sales revenues are deposited in the Treasury and credited to the House Restaurant Revolving Fund for use in operating the restaurant. ***Findings/Conclusions:*** For the 15-month period ended October 8, 1977, the restaurant's net income was $72,281, consisting of a net loss of $38,603 during the 3-month transition period (July 4 to October 9, 1976) and net income of $110,884 during fiscal year (FY) 1977. The net income in FY 1976 was $534. During FY 1977, the number of customers served increased by about 6% over 1976. There was a significant improvement in both food and tobacco operations for the two FYs. As a result of GAO's FY 1976 report, controls were improved over congressional and Members' restaurant guest checks, restaurant cash receipts, and the use of the petty cash fund. However, improvement is still needed in cash deposit procedures and in analysis of tableware and kitchenware replacement expenses. During the previous 4 years, accounts receivable have shown steady annual increases averaging 38%. In FY 1977, the accounts receivable decreased by 26.1%. As of September 30, 1977, 21.7% was outstanding over 60 days compared with 25.5% at June 30, 1976. The financial statements present fairly the financial position of the revolving fund at October 8, 1977, and July 3, 1976, and the results of its operations and changes in its financial position for the periods then ended. ***Recommendation To Congress:*** The Committee on House Administration should require cashiers to give customers cash register receipts and the restaurant administrative officer to be responsible for developing and conducting a systematic surprise cash count program. The restaurant administrative officer should analyze the cash flow at each cashier station and have the change fund transferred to the House Finance Office. The accounting office should reinstitute the monthly cash reconciliation procedure.

106439

Federal Domestic Food Assistance Programs: A Time for Assessment and Change. CED-78-113; B-176994. June 13, 1978. 85 pp. plus 9 appendices (41 pp.).

Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303); Income Security Programs: Programs for Special Target Populations (1304); Income Security Programs: Consolidating, Streamlining, or Providing Alternatives To Present Programs (1305).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare; Community Services Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Food Stamp Act of 1977 (P.L. 95-113, title XIII; 91 Stat. 913; 91 Stat. 958; 91 Stat. 968; 7 U.S.C. 2017). National School Lunch Act, as amended (42 U.S.C. 1760(e)). Child Nutrition Act of 1966, as amended (42 U.S.C. 1780(b)). Older Americans Act of 1965, as amended (42 U.S.C. 3045(h)). Social Security Act (42 U.S.C. 602(a)). 42 U.S.C. 1382(a). H.R. 9030 (95th Cong.). S. 2084 (95th Cong.).

Abstract: Thirteen major Federal domestic programs, costing several billion dollars annually, provide food or food-related assistance to needy Americans. The programs are administered by the Department of Agriculture; the Department of Health, Education, and Welfare (HEW); and the Community Services Administration (CSA). ***Findings/Conclusions:*** These programs have helped many people obtain more adequate diets. However, the large and accelerating costs of the programs, their piecemeal authorization and administration, and proposals for comprehensive welfare reform have created a need and opportunity to examine the programs' interrelationships and effectiveness. Multiple participation in the programs, which is sanctioned in legislation, has created a situation in which benefits often exceed amounts needed for thrifty food plan diets. Food stamp allotments ranged from 82% to 164% of the cost of such diets. Savings could be realized by making adjustments for different ages and sexes of household members. The extent of food benefit gaps and overlaps cannot be measured precisely because of inadequate data collection. Administrative problems result from varying eligibility criteria and procedures, lack of a uniform definition of "needy," and inadequate program coordination. There is also a lack of adequate data to determine the proper level of benefits, interrelationships of the programs, and the nutritional effectiveness of the programs. ***Recommendation To Agencies:*** The Secretaries of Agriculture and HEW and the Director, CSA, should: determine the extent of benefit overlaps and gaps among the programs; develop and carry out a way to measure Americans' nutritional status in order to evaluate the effectiveness of food assistance efforts; propose consistent income and asset eligibility requirements and procedures and study their effects on program participation, costs, and work incentives; establish demonstration projects to test procedures for individualized food stamp allotments; study the feasibility of considering benefits from one program when determining eligibility and benefits in other programs, and consolidating aspects of certain programs at the local level; explore alternatives to food delivery systems in the women, infants, and children program; make sure that persons in need of specific benefits from one program are aware of other programs; and study ways to encourage the exchange of information among local administrators. On the basis of studies and feasibility, the Congress should define "needy," approve a policy on amounts of assistance, consolidate programs, authorize individualized food stamp allotments, eliminate duplicative benefits, and require administrative responsibility in a single State/local agency.

106440

[Duplicate Welfare Payments in New York Jurisdictions]. HRD-78-133; B-164031(3). June 21, 1978. 7 pp.

Report to Secretary, Department of Health, Education, and Welfare; by Philip A. Bernstein (for Gregory J. Ahart, Director, GAO Human Resources Division).

Issue Area: Federally Sponsored or Assisted Income Security Programs: Eligibility Determinations (1307).

Contact: Human Resources Division.

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Organization Concerned: Social Security Administration.

Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance.

Authority: Social Security Act. 5 C.F.R. 232.

Abstract: Data from the Aid to Families with Dependent Children (AFDC) program rolls in New York City were compared with data from Nassau, Suffolk, and Westchester Counties using social security number (SSNs) as the sole identifier. Computer comparisons were made of these jurisdictions' rolls to determine whether individuals received duplicate payments and, if so, whether the duplicate payments were received from more than one jurisdiction. A number of AFDC recipients' SSNs appeared on more than one jurisdiction's rolls or more than once on the same roll; however, the jurisdictions identified only a limited number of recipients who were receiving duplicate payments. Many recipients' case files had missing or incorrect SSNs; a number of the matches occurred because of incorrect SSNs. There was no standard format for storing recipient information in the agencies' data files. The Secretary of Health, Education, and Welfare should take action to resolve the controversy concerning whether dependent children are required by the Social Security Act to have social security numbers and direct that the Commissioner of Social Security take steps to insure that States obtain SSNs for all adult applicants and recipients. He should also direct the Inspector General to determine the magnitude of missing and incorrect SSNs and their effect on the results of matching efforts and direct the Commissioner of the Social Security Administration to determine the need for and feasibility of standardizing recipient data among jurisdictions.

106469

Foreign Ownership of U.S. Farmland: Much Concern, Little Data. CED-78-132; B-114824. June 12, 1978. 13 pp. plus 8 appendices (65 pp.).

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Robert F. Keller, Acting Comptroller General.

Issue Area: Land Use Planning and Control: Planning Future Land Use (2301).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Herman E. Talmadge.

Authority: Foreign Investment Study Act of 1974 (P.L. 93-479; 88 Stat. 1450). International Investment Survey Act of 1976 (P.L. 94-472; 90 Stat. 2059).

Abstract: In response to a congressional inquiry, information was compiled on State laws that place constraints or reporting requirements on ownership of farmland by nonresident aliens and on data collected as a result of State reporting requirements. There is virtually unanimous agreement among persons at all levels of government and in the private sector that there is, currently, no reliable data on the amount of U.S. farmland owned by nonresident aliens or on recent trends of such ownership. ***Findings/Conclusions:*** In the aggregate, State laws do not significantly inhibit foreign ownership of land. The laws range from general prohibitions on such ownership to a total absence of provisions dealing with this subject. As of May 1978, 25 States had laws that placed some constraints on aliens acquiring or holding farmland. Nine States had laws that generally prohibit or restrict individual alien investors residing outside the United States from owning real estate in their names. The States have collected very little data on foreign ownership of farmland. Only two States, Iowa and Minnesota, require nonresident aliens to file annual reports on their agricultural landholdings. In a survey of the 50 States, 18 indicated that foreign investment was not an actual or potential problem while 10 States felt that it could become a problem in the future. County records provided little information on foreign investment in county farmland, and local authorities expressed differing views about the implications of nonresident aliens' purchases of farmland. ***Recommendation To Congress:*** The Senate Committee on Agriculture, Nutrition, and Forestry should request the Department of Commerce to adjust its reporting requirements to specifically identify farmland and include such information in its report to the Congress.

106470

Department of Agriculture's Beef Grading: Accuracy and Uniformity Need To Be Improved. CED-78-141; B-136888. July 21, 1978. 44 pp. plus 5 appendices (12 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Grain Inspection and Commodity Grading Programs (1709).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (352).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Agricultural Marketing Act of 1946 (7 U.S.C. 1621). H.R. 12373 (95th Cong.). 7 C.F.R. 2853.

Abstract: Beef grading provides a basis for price quotations among feeders, packers, suppliers, retailers, and others along the marketing chain and a system for consumers to show their preferences. ***Findings/Conclusions:*** In 29 slaughter plants visited by GAO, 21% of 2,215 carcasses were misgraded, and most errors involved overgrading. Beef grading was not consistent from one section of the country to another. More accurate measurements of beef carcass characteristics are needed to correct problems resulting from the subjective nature of grading. Grading inaccuracy has also resulted from management problems. For example: a standard for grading accuracy has not been established, stations varied in methods of improving grader performance, supervisors did not always follow grader monitoring procedures, grading took place under conditions which increased the likelihood of errors, and packers used an informal complaint system rather than a formal process for resolving disputed grades; this could result in harassment of graders. The current grade standards do not fully meet the needs of the beef industry or of consumers. Value differences are not always clear and, because beef sold at retail is not always marked with an official grade, beef can be represented as being of a better quality than it actually is. ***Recommendation To Agencies:*** The Secretary of Agriculture should: establish a grading accuracy standard and require graders to meet this standard before being placed in a plant to grade carcasses and require periodic retesting, take steps to insure that graders do not grade carcasses when they cannot make an accurate determination because certain conditions have not been met, require packers to use the formal appeal system for redetermining grades and limit the use of informal appeals, establish criteria on when incorrect grade markings should be corrected and insure that they are uniformly applied, develop a public education program to increase consumer awareness concerning grades, and initiate research on factors not in current standards which may influence meat quality and revise standards if warranted.

106489

Improved Project Authorizations and Agency Practices Can Increase Congressional Control of Water Resources Projects. CED-78-123; B-167941. July 11, 1978. 23 pp. plus 3 appendices (12 pp.).

Report to Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Ranking Minority Member; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs (2500).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).

Organization Concerned: Department of the Interior; Bureau of Reclamation; Department of the Army: Corps of Engineers.

Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; *Senate* Committee on the Budget; *Sen.* Edmund S. Muskie; *Sen.* Henry L. Bellmon.

Authority: Flood Control Act of 1965 (P.L. 89-298). Water Resources Development Act of 1974. Water Resources Development Act of 1976. Colorado River Basin Salinity Control Act, title I.

Abstract: The Congress has used two separate authorization methods to control the development of funding of water resources projects--the two-phase authorization for the Corps of Engineers and an authorization ceiling for the Bureau of Reclamation. The two-phase authorization was begun in 1974 to give the Congress increased control over the design of water resources projects and the changes which occur during project planning by providing the Congress with a second look during the planning phase before authorization of construction. ***Findings/Conclusions:*** Each of the authorization methods provides some benefits to the Congress, but neither is adequate by itself to provide effective control over planning and developing the projects. No Corps projects have been through the two-phase process because of delays by the Secretary of the Army and the Office of Management and Budget in reviewing Corps planning documents. Although the Corps must state that a project is without substantial controversy to allow a continuation of planning, no criteria for defining this term have been established. The Corps has not adequately notified the Congress of changes to projects and the reasons for them. It has exceeded estimated costs by significant amounts for noninflationary items without notifying the authorization committees and has credited inflation for too much of increased costs. Benefits of the authorization ceiling are that it serves as an early indicator of problems, limits Federal expenditures, and controls the nature and scope of projects. Current problems in establishing the authorization ceiling are that it is established too early in the planning process for adequate data to be available, and the Bureau sometimes overstates the ceilings. ***Recommendation To Agencies:*** The Secretary of the Army should direct the Corps of Engineers to: develop criteria which would identify a project as having substantial controversy, including in the criteria a recognition that opposition by the State or local sponsor qualifies as controversy; and require that post-authorization change reports be provided to the appropriate authorization committees when cost increases for noninflationary items are significant and assure that causes of cost increases are properly identified. The Secretary of the Interior should direct the Bureau of Reclamation to: limit the noncontract portion of the ceiling represented by Federal salaries to increases caused by Federal classified pay raises, limit the land ceiling increases to those caused by inflation, exclude from the indexing system all expended funds on an annual basis, and improve the review process to assure compliance with Bureau regulations and guidelines. If the Congress believes that additional control over projects is warranted, an alternative method should be used that includes an improved two phase authorization coupled with an authorization ceiling.

106509

The Environmental Protection Agency's Water Pollution Control Construction Grants Program. July 11, 1978. 16 pp. plus 9 enclosures (35 pp.).

Testimony before the House Committee on Public Works and Transportation: Investigations and Review Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation: Investigations and Review Subcommittee.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500). Water Pollution Control Act Amendment of 1956. Clean Water Act of 1977.
Abstract: Since it was initiated in 1956, the Environmental Protection Agency's water pollution control construction grants program has been expanded by removing the dollar ceiling and increasing the Federal share of project costs. The Congress appropriated almost $25 billion between 1970 and 1978 and authorized another $20 billion through 1982 for the program. Advanced waste treatment facilities frequently are not well justified and may not substantially improve water quality. In spite of this, EPA's 1977 data showed that 565 advanced waste treatment projects were under construction at a cost of $2.7 billion. The following problem areas require attention: projects are being constructed with little or no on-site inspections; comprehensive planning has not been accomplished; nonpoint sources of pollution, such as runoff from agricultural and forest lands, are now more of a problem than industrial and municipal point sources; little is known about the extent of toxic chemical spills and discharges; treatment plants are being constructed where they are not needed; low-income families are finding it difficult to pay user charges and other fees; administrative and financial controls over construction grant funds need strengthening; and operation and maintenance problems have decreased the effectiveness of complete plants.

106544
Recommended Dietary Allowances. July 10, 1978. 12 pp.
Testimony before the House Committee on Science and Technology: Domestic and International Scientific Planning, Analysis and Cooperation Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: National Research Council: Food and Nutrition Board; National Academy of Sciences; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Science and Technology: Domestic and International Scientific Planning, Analysis and Cooperation Subcommittee.
Abstract: Recommended Dietary Allowances (RDAs) are levels of essential nutrients considered to be adequate to meet the known nutritional needs of most persons. They are established and updated by the National Academy of Sciences' (NAS) Food and Nutrition Board. RDAs have been criticized for the following: they are based on limited data; they overstate the needs of most individuals; they are limited to needs of healthy people; and they do not cover all the essential nutrients. Most of these criticisms reflect limited scientific knowledge or misunderstandings of the purpose of RDAs. The high levels are established to cover variations in human needs and to cover the needs of most healthy individuals. RDAs are used in planning diets for groups, nutritional surveys, nutritional education, establishing guidelines for labeling, and in research-related activities. Comparisons with nutritional guidelines established in other countries revealed differences in dietary recommendations resulting from variations in people and lifestyles and differences of scientific opinion. RDAs are established through a reasonable process and serve their intended purpose. Additional research is needed to expand knowledge concerning nutrient requirements. The NAS should identify these needs and establish priorities relating to human nutritional requirements. Also, more meaningful food planning and food choice guides for the consumer should be developed.

106746
[Reasons for Funding Selected Entitlements Programs by Other than 1-Year Appropriations]. PAD-78-46b; B-115398. July 14, 1978. 3 pp. plus enclosures (12 pp.).
Report to Rep. Robert N. Giaimo, Chairman, House Committee on the Budget; Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; by Elmer B. Staats, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use (3400).
Contact: Program Analysis Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on the Budget; *Senate* Committee on the Budget; *Rep.* Robert N. Giaimo; *Sen.* Edmund S. Muskie.
Authority: Food Stamp Act of 1977 (P.L. 95-113). Budget Act (13 U.S.C. 1351(c)). Child Nutrition Act of 1966 (P.L. 94-105). National School Lunch Act (P.L. 91-248). P.L. 93-86.
Abstract: Three Department of Agriculture accounts are funded by no-year appropriations: the Food Stamp Program, Child Nutrition Programs, and the Special Supplemental Food Program. The Department's position is that no-year appropriations for programs funded by these accounts are necessary to maintain program flexibility and that changing to 1-year accounts would not provide the Congress with any additional control over spending. In addition, if funds for these programs were allowed to lapse, the Department would be open to lawsuits.

106756
[Review of Deduction To Satisfy Overcharge Against Shipment]. B-191258. July 7, 1978. 3 pp.
Decision re: Yellow Freight System, Inc.; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: Transportation Law.
Organization Concerned: General Services Administration; Yellow Freight System, Inc.
Authority: Transportation Act of 1940, as amended (49 U.S.C. 66(b)). 4 C.F.R. 53.
Abstract: Review was requested of a deduction to satisfy an overcharge against a shipment transported by a Government bill of lading. Tariff rules require an arbitrary charge to be computed on truckload minimum weight, not on actual weight of the shipment. The carrier may be reimbursed for the deduction.

106763
[Actions Needed To Make the Farmers Home Administration's Emergency Disaster and Emergency Livestock Credit Loan Programs More Equitable and Efficient]. CED-78-136; B-114873. August 18, 1978. 3 pp. plus enclosure (15 pp.).
Report to Secretary, Department of Agriculture; by Baltas E. Birkle (for Henry Eschwege, Director, GAO Community and Economic Development Division).

Issue Area: Domestic Housing and Community Development (2100).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Disaster Relief and Insurance (0453).
Organization Concerned: Farmers Home Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Consolidated Farm and Rural Development Act, as amended (7 U.S.C. 1961). Emergency Livestock Credit Act of 1974, as amended (7 U.S.C. 1961). P.L. 95-89.

Abstract: A review of the operation and administration of the Farmers Home Administration's (FmHA) emergency disaster and emergency livestock credit loan programs in South Dakota showed that, although the programs helped eligible farmers and ranchers continue operations after physical disasters and during adverse economic conditions, FmHA needs to make the programs more equitable and efficient. The Secretary of Agriculture should direct the FmHA Administrator to adequately consider the borrowers' repayment ability in establishing repayment terms for emergency disaster loans and to reevaluate the agency's practice of providing loan guarantees only at the maximum legal limit for the emergency livestock credit program when these loans are made to refinance existing debts with participating lenders.

106764

[Price Support Payment Program for the 1977 Crop of Sugarbeets and Sugarcane]. B-118622. June 28, 1978. 18 pp.

Letter to Rep. Paul Findley; by Elmer B. Staats, Comptroller General.

Contact: Office of the General Counsel: General Government Matters.

Organization Concerned: Department of Agriculture; Department of Justice.

Congressional Relevance: *Rep.* Paul Findley; *Rep.* Edward R. Madigan.

Authority: Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 913). Sugar Act of 1948, as amended (7 U.S.C. 1101). Agricultural Act of 1949, as amended (7 U.S.C. 1421). P.L. 95-113. 7 C.F.R. 1435. 7 C.F.R. 892. 7 C.F.R. 894. 7 C.F.R. 891. 7 C.F.R. 896. 42 Fed. Reg. 30410. 42 Fed. Reg. 54556. 42 Fed. Reg. 57949. 42 Fed. Reg. 64678. 42 Fed. Reg. 54558. 42 Fed. Reg. 58734. 56 Comp. Gen. 31. 56 Comp. Gen. 36. B-118622 (1977). S. 275 (95th Cong.). H.R. 7171 (95th Cong.). S. Rept. 95-418. 123 Cong. Rec. H8065.

106765

Food: Reports, Legislation and Information Sources. CED-78-37. May 1978. 239 pp.

by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.

106767

[Potential Effects of a National Mandatory Deposit on Beverage Containers]. August 10, 1978. 7 pp.

Testimony before the House Committee on Interstate and Foreign Commerce: Transportation and Commerce Subcommittee; by Dennis J. Dugan, Associate Director, GAO Program Analysis Division.

Contact: Program Analysis Division.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Transportation and Commerce Subcommittee.

Abstract: A national mandatory deposit law has been proposed as part of a solution to litter, solid waste disposal, and materials recycling problems of the Nation. The primary effects of such legislation on solid waste, litter, and materials and energy and the industry effects on labor and equipment costs were analyzed. The following results would arise from increasing the deposit coverage from about 25% to 100%: (1) there would be substantially less beverage container litter and somewhat less total litter and solid waste; (2) more containers would be returned and the costs of handling these containers would increase; and (3) the amount of money paid for deposits but not claimed would rise which would increase industry income. Other results of the analysis would depend on how many new containers are manufactured. Alternative assumptions concerning industry response to a mandatory system reflect uncertainty about industry response. The assumption of return rates is one of the most debated technical points of the mandatory deposit issue, but different return rates do not substantially change the main results of the analysis. In addition to primary concerns, a mandatory deposit system would most likely reduce energy and raw material use in the beverage industry.

106796

An Overview of Benefit-Cost Analysis for Water Resources Projects: Improvements Still Needed. CED-78-127; B-167941. August 7, 1978. 33 pp. plus 4 appendices (9 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Federal Agencies' Benefit-Cost Analyses (2506).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).

Organization Concerned: Department of the Interior; Department of the Army: Corps of Engineers; Department of Agriculture; Water Resources Council.

Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.

Authority: Flood Control Act of 1936 (49 Stat. 1570). Water Resources Planning Act of 1965 (42 U.S.C. 1962). BOB Circular A-4. H.R. 10004 (95th Cong.). H.R. 8060 (95th Cong.). B-177442 (1974). B-167941 (1973). B-136280 (1972). B-167712 (1972). B-164844 (1969). B-125042 (1967).

Abstract: Federal water resources projects are seldom authorized unless their estimated benefits exceed their estimated costs. The Water Resources Council (WRC) established principles and standards for planning water resources projects which were to help establish uniform procedures for more accurate benefit-cost analysis. ***Findings/Conclusions:*** In spite of the importance of cost-benefit analyses, Federal water resources agencies have had a continuing problem preparing accurate, uniform, logically developed benefit-cost ratios. Present standards and criteria are not specific enough to provide guidance for developing procedures for benefit-cost analysis. Lack of uniformity in methods of computing benefits has resulted in inconsistent and questionable computations, especially in areas such as recreation, area redevelopment, and navigation benefits. In some instances, agency regulations were not being followed, and questionable assumptions and inaccurate computations were made. Also, objective analysis is hampered by agency self-interest and outside influence. Alternatives for achieving more objective and reliable analyses would be to establish a focal point within the existing organizational structure or to establish an independent group to either prepare or review benefit-cost analysis. ***Recommendation To Congress:*** The WRC should: review principles and standards and provide specific guidance and criteria to insure uniform benefit computations, request the agencies, if they have not done so, to submit their procedures for implementing the principles and standards for approval, and review implementing procedures which have been approved for uniformity. The Secretaries of Agriculture, the Army, and the Interior should agree upon uniform methods and revise implementing procedures to insure consistency. These Secretaries should insure that internal regulations for benefit computations are specific enough to insure logical and consistent development and that they are developed for all authorized benefits used in agency calculations. They should also have their agencies strengthen their internal management review procedures for benefit-cost analyses to prevent mathematical errors, resolve inappropriate assumptions, and insure that adequate studies and supporting documentation are provided.

106818

Import Duties and Taxes: Improved Collection, Accounting, and Cash Management Needed. FGMSD-78-50; B-114898. August 21, 1978. 18 pp. plus 3 appendices (8 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting: Collection of Amounts Owed (2803).

Contact: Financial and General Management Studies Division.

Budget Function: Miscellaneous: Financial Management and Information Systems (1002).

Organization Concerned: Department of the Treasury; United States Customs Service.

Congressional Relevance: *House* Committee on Ways and Means: Trade Subcommittee; *Senate* Committee on Finance: International Trade Subcommittee; Congress.

Authority: Customs Procedural Reform Act of 1977; H.R. 8149 (95th Cong.). 19 U.S.C. 1. Reorg. Plan 1 of 1965.

Abstract: The U.S. Customs Service collected over $6 billion in duties, taxes, and fees on imported merchandise during fiscal year (FY) 1977, and revenues are projected to increase to $7 billion by the end of 1980. ***Findings/Conclusions:*** During FY 1976, delays in collections allowed by Customs procedures cost the Government an estimated $9.6 million in interest costs. The Government is entitled to duty payments when goods are released to importers. However, Customs allowed importers to defer payments an average of 12.4 days, and proposed changes may delay collections up to 30 days. The Government could have reduced its interest costs by up to $7.3 million if it had collected, when due, the $3.3 billion in FY 1976 collections deferred. Also, about $563 million in importers' alcohol taxes was deferred in FY 1976 which could have reduced interest costs by an estimated $2.3 million if collected on time. Other delays in collections have resulted from: lengthy reviews by Customs of documentation for imported items, slow collections of amounts due from importers, and incorrect or late bills and receivable reports. ***Recommendation To Congress:*** The Secretary of the Treasury should consider developing methods to reduce collection delays, including requiring importers to pay duties when goods are released or be charged interest on late payments. He should also review the policy allowing alcohol tax deferrals for an average of 23 days and, if deferrals are allowed to continue, consider levying interest charges on importers who elect to defer taxes. The U.S. Customs Service should reduce processing delays, improve controls over bonds, verify that bond coverage is adequate on all transactions, improve billing and collection procedures, and levy interest charges on overdue bills.

106858

U.S. Economic Assistance for Israel. ID-78-31; B-125029. August 18, 1978. 13 pp. plus 7 appendices (13 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs (0600); International Economic and Military Programs: U.S. Development Assistance Overseas (0603); International Economic and Military Programs: Impact of U.S. Security Supporting Assistance Abroad (0611).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: Agency for International Development; Department of State.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.

Authority: International Security Assistance Act of 1977 (P.L. 95-92; 91 Stat. 614). Cargo Preference Act of 1954 (P.L. 83-664). Foreign Assistance Act of 1961. Foreign Assistance and Related Appropriation Act of 1976. Foreign Assistance Appropriations Act of [of] 1972. H.R. 12222 (95th Cong.). S. 3075 (95th Cong.).

Abstract: U.S. support for Israel's political and economic stability has been expressed through a variety of economic and military aid programs. The Security Supporting Assistance Program, involving a Commodity Import Program (CIP) and cash grants, is the primary economic aid program for Israel. This aid is usually justified for political rather than solely economic reasons. Under the CIP, the United States reimburses Israel for commercial and government purchases from U.S. suppliers, excluding purchases for military use or for sale in occupied territories. This has eased Israel's balance-of-payments deficits. The cash grant is called "untied" aid because the funds do not have to be spent on purchases in the United States. Funds are to be spend on nonmilitary commodities in nonoccupied areas. ***Findings/Conclusions:*** The CIP carried $258 million in undisbursed funds into 1978 because reimbursements have not kept pace with increases in annual funding levels. A key CIP question is whether it is essential for aid levels to be linked to specific U.S. purchases or whether it is acceptable to establish that Israel make certain general levels of U.S. nonmilitary imports. Present procedural requirements have been burdensome to both the Agency for International Development (AID) and to Israel. Alternatives to present methods were considered in response to GAO suggestions. The State Department and AID felt that program objectives could best be served by replacing the CIP with a cash transfer program. Although the impact of this proposal cannot yet be fully evaluated, GAO believed that it would alleviate the problem of documenting specific U.S. exports and would expedite the transfer of funds. Its effect on U.S. exports to Israel is not clear, but arrangements could be made for continuing U.S.-flag vessel shipments. Fiscal year 1979 foreign aid bills authorize a cash transfer program for Israel linked to maintenance of some level of U.S. exports. To implement the proposed program, AID and State Department officials said that formal understandings with the Israeli Government would be reached on levels of U.S. nonmilitary exports and on the U.S. competitive position.

106859

U.S. Foreign Relations and Multinational Corporations: What's the Connection? PAD-78-58; B-172255. August 23, 1978. 62 pp. plus 2 appendices (15 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs (0600); Program Evaluation Systems (2600).

Contact: Program Analysis Division.

Budget Function: International Affairs: Foreign Information and Exchange Activities (153) International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Department of State; Department of Commerce.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.

Authority: Sherman Act of 1890 (15 U.S.C. 1). Clayton Act of 1914 (15 U.S.C. 18). Federal Trade Commission Act of 1914 (15 U.S.C. 41). Webb-Pomerene Act of 1918 (15 U.S.C. 61). Hickenlooper Amendment [of] 1962. Gonzales Amendments [of] 1972. Trading with the Enemy Act [of] 1917. Export Administration Act. Foreign Assistance Act [of] 1961. Trade Act [of] 1974. 15 U.S.C. 45(a). 50 U.S.C. 2401. 22 U.S.C. 283r. 22 U.S.C. 284j. 22 U.S.C. 2370(e). 19 U.S.C. 2101. 19 U.S.C. 2461.

Abstract: Multinational corporations (MNCs) are defined by the United Nations as "enterprises which own or control production or service facilities outside the country in which they are based." They engage in many types of operations which have varying impacts and policy implications for the home and host governments. The legal existence of MNCs is derived from the laws of the home government, but the firms are also restricted by the laws of the nations in which they operate. ***Findings/Conclusions:*** MNCs have been a source of conflict and cooperation in international affairs. The conflict often results from actual or perceived threats to national sovereignty. The impacts of MNCs on U.S. foreign relations are illustrated by the following: international tensions are sometimes created by the extraterritorial application of U.S. legislation; U.S. embassies furnish assistance to U.S. firms overseas, including diplomatic support; MNCs conduct direct negotiations with host country governments with or without official U.S. knowledge and approval; MNCs can promote international cooperation through regional economic integration, increased trade, and by bringing together firms and nations to promote their respective interests; they contribute to the formulation of foreign policy either directly or by influencing public opinion; they can enhance the economic strength and influence of both home and host nations; and U.S. security can be affected by the influence of host nations on the MNCs. Projections for the future are that: MNCs will continue, investments will be more selective, problems will develop because of host country demands and U.S. regulation, there will be more collaboration between MNCs and host countries, international regulation will not be achieved, MNCs may contribute to gaps between developed and developing nations, there will be more host nations, and restrictions across borders will hamper operations.

107041
What Causes Food Prices To Rise? What Can Be Done about It? CED-78-170; B-114824. September 8, 1978. 114 pp. plus 6 appendices (40 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Federal Nutritional Standards (1708).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351); Commerce and Transportation: Ground Transportation (404).
Organization Concerned: Department of Agriculture; Department of Transportation; Department of Labor; Interstate Commerce Commission; Bureau of Labor Statistics.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Agricultural Act of 1970 (84 Stat. 1358). Agriculture and Consumer Protection Act of 1973 (87 Stat. 221). Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 913). Agricultural Marketing Agreement Act of 1937, as amended (7 U.S.C. 601). Farmer-to-Consumer Direct Marketing Act of 1976. Interstate Commerce Act. Fair Packaging and Labeling Act. Federal Food, Drug, and Cosmetic Act. P.L. 94-463. 90 Stat. 1982. 49 U.S.C. 303(b). 15 U.S.C. 1451. 21 U.S.C. 301. H.R. 12101 (95th Cong.). H.R. 256 (95th Cong.). H.R. 497 (95th Cong.). H.R. 3132 (95th Cong.). H.R. 71 (95th Cong.). H.R. 902 (95th Cong.). H.R. 4279 (95th Cong.). H.R. 4280 (95th Cong.). H.R. 4590 (95th Cong.). S. 1223 (95th Cong.). S. 1835 (95th Cong.). 29 C.F.R. 1910.
Abstract: According to the Bureau of Labor Statistics (BLS), food price levels increased 57% from the beginning of 1970 through 1976, including a 31% increase in 1973 and 1974. The Consumer Price Index shows that over the last 50 years food prices have been susceptible to wider fluctuations than the prices of other goods. Farm prices and food prices are generally generated in two different markets--the market for raw agricultural commodities and the market for finished food products. ***Findings/Conclusions:*** Farm prices of raw agricultural commodities are influenced largely by such unpredictable natural forces as the weather, pests, and crop disease. Farm and food prices are influenced by other factors that affect supply such as Federal programs for cropland set-aside, commodity disposal, export sales, and marketing orders; production costs; and the length of the production cycle. Higher marketing charges have accounted for 87% of the increase in consumer expenditures since 1973. The largest food marketing cost is labor. There are four principal reasons why food prices do not always decline when the farmer receives less for the raw commodity: (1) a drop in farm value may have little or no impact on the retail price when the farm value is a small percentage of a product's price; (2) a decrease in farm value may be offset by increases in the cost of marketing, transporting, assembling, and wholesaling; (3) retail pricing methods are based on factors other than product cost; and (4) food chains may not pass on price drops to the consumer. ***Recommendation To Congress:*** If the Congress establishes a permanent Bureau of Agricultural Statistics or National Commission on Food Production, Processing, Marketing, and Pricing, it should provide the agency with the authority to assure access to food industry records and provide for adequate safeguards to protect confidential records. The Congress should direct the BLS to institute a retail collection program which would allow BLS to publish nationwide average retail prices for individual commodities and allow the Department of Agriculture to resume publishing farm value-retail price spreads. The Secretaries of Agriculture and Transportation and the Chairman of the Interstate Commerce Commission should conduct an indepth study of the problem of haulers of raw agricultural commodities having to drive many miles with empty trucks and should develop and propose legislation if such a need exists.

107043
Beef Marketing: Issues and Concerns. CED-78-153; B-136888. September 26, 1978. 60 pp. plus 7 appendices (13 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Federal and State Regulations Impacting Food Marketing (1712); Consumer and Worker Protection: Consumer Protection from Chemical Contaminants and Natural Poisons in Food (906)
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Health, Education, and Welfare; Department of Justice; Department of Agriculture; Federal Trade Commission; Commodity Futures Trading Commission.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Sherman Antitrust Act of 1890 (15 U.S.C. 1). Packers and Stockyards Act (7 U.S.C. 181). Meat Inspection Act (21 U.S.C. 601). Food, Drug, and Cosmetic Act, as amended. Delaney Clause (21 U.S.C. 301; 21 U.S.C. 348(a)). Clayton Act. Meat Import Act of 1964. Interstate Commerce Act. 49 U.S.C. 1. 15 U.S.C. 15. 19 U.S.C. 1202. Solomon Valley Feedlot, Inc. v. Butz, 555 F.2d 717 (10th Cir. 1977). Illinois Brick Co. v. Illinois, 431 U.S. 720 (1977). Hess and Clark v. FDA, 495 F.2d 975 (D.C. Cir. 1974). S. 1874 (95th Cong.). H.R. 8359 (95th Cong.). H.R. 5052 (95th Cong.).
Abstract: Beef is important to consumers' diets as a primary source of protein. About 25% of the consumer food budget is spent on meat, and beef accounts for about 60% of this amount. Recent rises in beef prices have had, therefore, a strong impact on the public. ***Findings/Conclusions:*** In the first half of 1978, beef prices rose to record levels. The main reason for the recent price rise appears to be the regular 10-year cattle cycle which has resulted in a decreased cattle inventory. Other factors also affect the final retail price of beef and the entire beef marketing system. There are serious concerns over the increasing concentration and market control within the beef marketing system and the Government's ability to deal with this concentration. Industry officials believe that prices quoted by the "Yellow Sheet," a publication based on market information, are subject to manipulation. Producers and feeders have also charged that they have little control over prices set by packers and retailers. Groups within the beef industry, the Federal

Government, and the consumer movement are concerned about the role of the Government in insuring beef supply safety and quality. Several innovations that are being considered may enhance the ability of one industry segment to control the market, and other innovative practices would affect traditional ways of determining yield and quality. The cattle industry has criticized the practice of importing beef because it depresses prices, but consumers have been the beneficiaries. Although cattlemen have blamed the cattle futures market for price fluctuations, the market is widely used and supporters claim it minimizes price risks and stabilizes the market. Inconsistent State transportation regulations are also a source of concern to beef producers.

107044

Food Issues Update, Vol. 3, Issue 3. July 1978. 8 pp.
Edited by Les Andreoni and Eileen Kugler.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Authority: Farmer-to-Consumer Direct Marketing Act of 1976 (P.L. 94-463); S. 2833 (95th Cong.). National Consumer Cooperative Bank Act. H. Rept. 95-311.

107046

[Indicators of the Effectiveness of the Antidumping Act of 1921]. GGD-78-109; B-114898. September 5, 1978. *Released* September 8, 1978. 7 pp. plus 5 enclosures (58 pp.).
Report to Rep. Al Ullman, Chairman, House Committee on Ways and Means; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs : Relief From Import Injury and Unfair Trade Practices (0612); Tax Administration: Management Information to Measure Tax Program Effectiveness and Allocate Resources (2706).
Contact: General Government Division.
Budget Function: Commerce and Transportation: Other Advancement and Regulation of Commerce (376).
Organization Concerned: Department of the Treasury.
Congressional Relevance: *House* Committee on Ways and Means; *Rep.* Al Ullman.
Authority: Antidumping Act of 1921. Trade Act of 1974.
Abstract: Responses were provided to questions concerning the Treasury Department's administration of the Antidumping Act of 1921. As of August 1, 1978, 74 findings of dumping (imports sold at less than fair value) were in effect. Normal duties on commodities subject to a dumping finding are deposited by importers when entries are filed at customhouses even though the entry is not liquidated and dumping duties are not assessed until several years after entry is made. Although it is difficult to determine importers' outstanding liabilities for dumping duties, an estimated $700 million was owed as of June 1, 1978. The Department often allows sales price adjustments for quantity discounts, differences in circumstances of sales, and differences in merchandise. The impact of pending dumping findings on import volumes is uncertain. Bonding is used to protect revenues due the Government, and in only one circumstance was additional bonding mandated by the Antidumping Act.

107047

[Department of Commerce Activities Regarding Foreign Investment in U.S. Farmland]. CED-78-173; B-114824. September 15, 1978. *Released* October 16, 1978. 7 pp.
Report to Rep. Richard M. Nolan, Chairman, House Committee on Agriculture: Family Farms, Rural Development, and Special Studies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Land Use Planning and Control: Federal Programs Concerning Non-public Lands and Related Resources (2307).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Conservation and Land Management (302).
Organization Concerned: Department of Commerce; Bureau of Economic Analysis; Department of Commerce: Office of Foreign Investment in the United States.
Congressional Relevance: *House* Committee on Agriculture: Family Farms, Rural Development, and Special Studies Subcommittee; *Rep.* Richard M. Nolan.
Authority: International Investment Survey Act of 1976 (P.L. 94-472; 90 Stat. 2059). Foreign Investment Study Act of 1974 (P.L. 93-479; 88 Stat. 1450). Executive Order 11961. Executive Order 11858.
Abstract: The Office of Foreign Investment in the United States and the Bureau of Economic Analysis, both in the Department of Commerce, are responsible for collecting and analyzing data concerning foreign investments in the United States. The primary emphasis of the Office of Foreign Investment is the monitoring of foreign investments in all sectors of the economy. The Office has published reports containing information on foreign investments for 1976 and for the first half of 1977. These reports include only four sales of farmland. Officials said that foreign purchases of farmland are usually not publicized because of investor interest in protecting the privacy of such transactions, particularly in view of potential adverse reaction from home countries and in the United States. Since the Office has no active program of contacting investors or developing other sources of data, its activities should not be expected to provide good nationwide data on foreign investments in U.S. farmland. The Bureau of Economic Analysis plans to make annual surveys of direct foreign investments. A questionnaire is being prepared for soliciting information from about 1,500 foreign-owned firms on an annual basis, but it appears that the Bureau is primarily directing its efforts toward previously identified foreign-owned firms. According to Bureau officials, foreign ownership is not easily identified because of the lack of publicity surrounding land purchases. In addition, the questionnaire is not designed to yield information which will allow conclusions to be drawn as to the effect of foreign investment on such things as farm prices, the price of farmland, and the family farm structure.

107107

Sewage Sludge: How Do We Cope With It? CED-78-152; B-166506. September 25, 1978. 29 pp. plus 4 appendices (9 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Solid Waste Disposal and Resource Recovery (2206).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.
Authority: Resource Conservation and Recovery Act of 1976 (42 U.S.C. 6901). Federal Water Pollution Control Act, as amended. Marine Protection, Research, and Sanctuaries Act, as amended. Solid Waste Disposal Act.
Abstract: About 5 million tons of sludge are produced each year, and the amount is increasing at a rapid rate. Sludge disposal options are limited; Federal and State environmental regulations have restricted such options as landfill and incineration, and ocean dumping is being phased out because of dangers to human and marine life. ***Findings/Conclusions:*** The nutrient content of sludge could make it valuable as a fertilizer, and it also has potential as an

energy source. However, its bacterial and toxic content limit its agricultural use, and its feasibility for energy use has not been proven. In spite of these problems, use of sludge as a resource is still the most viable solution to dealing with this substance. However, this has not been done because such use has not been encouraged by Federal and State authorities, quidance was lacking, and there is no comprehensive national sludge disposal policy. ***Recommendation To Agencies:*** The Administrator, Environmental Protection Agency (EPA), should develop a national sludge management policy emphasizing sludge use as a resource. The policy should deal with agricultural and nonagricultural land uses, sales and giveaways of sludge, and the feasibility of thermal combustion systems. EPA should: fund full-scale demonstration projects if it is determined that current projects cannot be used to determine the feasibility of thermal combustion; communicate the results of successful demonstrations to interested communities; and monitor the growth and development of systems which have been successfully demonstrated to determine the need for additional Federal support.

107125

No-Year Appropriations in the Department of Agriculture. PAD-78-74; B-142011. September 19, 1978. ***Released*** September 22, 1978. 12 pp. plus 6 appendices (20 pp.).
Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use (3400).
Contact: Program Analysis Division.
Budget Function: International Affairs (150); Natural Resources, Environment, and Energy (300); Agriculture (350).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Sen.* Thomas F. Eagleton.
Authority: Department of Agriculture Organic Act of 1944 (7 U.S.C. 2257). Legislative Reorganization Act of 1970 (2 U.S.C. 190k). Agriculture and Related Agencies Appropriation Act of 1978. 31 U.S.C. 701. 31 U.S.C. 705. 6 Administrative Regulations 296.
Abstract: During the past year, there has been an increased concern over the increases in unobligated balances in the Government. An unobligated balance is that portion of budget authority that has not yet been obligated. The extent to which unobligated balances have been used for purposes other than those for which they were appropriated in the Department of Agriculture was investigated. ***Findings/Conclusions:*** Unobligated balances in the Department of Agriculture (USDA) rose from $3.2 billion in 1973 to $13.8 billion in fiscal year 1976 and dropped back to $7.1 billion in fiscal year 1977. Transfers of unobligated balances to other accounts and reprogramings within an account--both for purposes other than those contemplated at the time of appropriation--have occurred only in the Food and Nutrition Service and the Soil Conservation Service within the USDA during the past 5 years. While there are certain financial management advantages in the use of no-year appropriations, these appropriations can have a detrimental effect on the Congress and its control of the budget and program funding. An analysis of the need for no-year appropriations for 25 programs indicated that 10 of the accounts warrant no-year appropriations since they involve construction and long-term contractual agreements. The other 15 accounts, which included performance and entitlement programs, salaries and expenses type accounts, and grant programs, did not fund programs involving long-term contractual commitments and did not have compelling reasons for no-year funding.

107148

[Federal Regulatory Policies]. PAD-78-68; B-163628. March 29, 1978. 5 pp. plus 1 appendix (43 pp.).
Report to Sen. Abraham A. Ribicoff, Chairman, Senate Committee on Governmental Affairs; Sen. Charles H. Percy, Ranking Minority Member; by Elmer B. Staats, Comptroller General.

Contact: Program Analysis Division.
Organization Concerned: Food and Drug Administration; Department of Energy; Department of Transportation.
Congressional Relevance: *Senate* Committee on Governmental Affairs; *Sen.* Abraham A. Ribicoff; *Sen.* Charles H. Percy.
Authority: Federal Advisory Committee Act. Fair Labor Standards Act. Federal Metal and Nonmetallic Mine Safety Act. Coal Mine Health and Safety Act of 1969. Surface Mining Control and Reclamation Act of 1977. Consumer Protection Act. Safe Drinking Water Act. Toxic Substance Control Act of 1976. Energy Conservation and Production Act. Employee Retirement Income Security Act. Government Corporation Control Act. Arms Control Act of 1961.
Abstract: Several issues in the Senate's Governmental Affairs Committee study on Federal regulation, "Regulatory Organization," were discussed, and listings of GAO work on Federal regulatory activities were provided. With reference to a recommendation in the Committee report that GAO should assist in interagency coordination, GAO's proper role would be to assist the Congress in reviewing problems of interagency coordination rather than to provide direct assistance. In relation to recommendations in the areas of food regulation, transportation policy and regulation, and energy policy and regulation, the following comments were offered: the recommendation that Federal food regulation should be assigned to a single agency has merit, but the proper organization to assume this responsibility could not be determined; legislation should be enacted to set a national transportation policy, and steps should be taken to improve the availability of budget information on the Federal Government's role in transportation; and responsibility for setting automobile fuel economy standards should be with the Department of Energy, and the Congress should consider creating a separate energy health and safety regulatory agency. Possible conflicts were noted between the Economic Regulatory Administration and the Federal Energy Regulatory Commission.

107332

[Issues Raised Concerning the Report, "The National School Lunch Program: Is It Working?"]. PAD-78-43; B-111810. November 1, 1977. 3 pp.
Report to Sen. Wiliam V. Roth; by Robert F. Keller, Acting Comptroller General.

Contact: Program Analysis Division.
Budget Function: Agriculture (0350).
Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare.
Congressional Relevance: *Senate* Select Committee on Nutrition and Human Needs; *Sen.* William V. Roth.
Abstract: The following concerns were expressed about a recent GAO report, "The National School Lunch Program--Is It Working?": the cost of evaluating the school lunch program's health impact, overemphasis on the lack of mandatory requirements for nutrition teaching, obesity resulting from the Type A diet, and the complications arising from an alternative meal standard. The Congress would be ill-advised to presume that the program is performing as intended. While the program's Type A pattern is designed for 10- to 12-year old children, it is fed to all children regardless of age or nutritional needs. The Department of Agriculture, assisted by the Department of Health, Education, and Welfare (HEW), could design an evaluation of the program's health impact that would be relatively inexpensive. HEW already has the

ability to evaluate nutritional status, and the techniques for isolating the effects of the school lunch from external influences are well established. Legislation prohibits the program from imposing mandatory requirements for nutrition teaching. The report did not state that the program causes obesity, but it did express concern for the program's potential to increase the risk of adverse side effects. Changes in the Type A diet are needed, and the present standard is undergoing revision. The Secretary of Agriculture should prescribe meal regulations in terms of nutritional standards supplemented by alternative patterns conforming to those standards.

107333

[Program Evaluation Reports on Federally Supported Human Resource Programs]. PAD-78-64. March 21, 1978. 2 pp.
Report to Rep. Jim Mattox, House Committee on the Budget; by Harry S. Havens, Director, GAO Program Analysis Division.

Contact: Program Analysis Division.
Budget Function: Education, Training, Employment and Social Services: Elementary, Secondary, and Vocational Education (0501).
Congressional Relevance: *House* Committee on the Budget; *Rep.* Jim Mattox.
Authority: Elementary and Secondary Education Act, title I.
Abstract: GAO program evaluation reports on federally supported human resource programs were summarized to assist the House Budget Committee in its deliberations. Report summaries were prepared for the following program areas: child development, welfare, and day care; food and nutrition; title I of the Elementary and Secondary Education Act; and higher education student loans.

107350

Changing Character and Structure of American Agriculture: An Overview. CED-78-178; B-114824. September 26, 1978. 152 pp.
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Family Farm Act of 1972; S. 2828 (92nd Cong.). Family Farm Antitrust Act of 1975; S. 458 (94th Cong.). Food and Agriculture Act of 1977 (P.L. 95-113). Agricultural Marketing Act. Agricultural Adjustment Act of 1938. Agricultural Act of 1948. Agricultural Act of 1954. Agricultural and Consumer Protection Act. Agricultural Adjustment Act of 1933. Tax Reform Act of 1969. Tax Reform Act of 1976. Tax Reduction Act of 1975. Tax Reduction Act of 1977.
Abstract: The number of farms in the United States dropped from a high of 6.8 million in 1935 to 2.34 million reported in 1974. Only 1.7 million farms are considered to be commercial, selling more than $2,500 of goods per year. Average farm size jumped from 197 acres in 1940 to 440 in 1974, and the average size of commercial farms is 534 acres. It is estimated that today less than one-half of all farmland is owned by the operator. ***Findings/Conclusions:*** Three basic pressures have contributed to the concentration and specialization in the farm sector: rising farm costs, the availability of highly productive crop-specific farm technology, and Government policies and programs. Since World War II, general inflation and rising costs have continually narrowed profit margins. To maintain income, the surviving farmer increased his farm size, expanded production, and sought off-farm income. Although farmers made use of technological breakthroughs, they found themselves requiring more equipment, more land, and more capital. Federal programs designed to buffer fluctuations in supply and demand of foodstuffs and fibers have provided farmers with direct subsidies since the 1930's; however, only 10% of all farmers receive direct Government subsidies, and 1% receive almost 29% of all Government program payments. The corporate form of ownership makes up a substantial portion of larger farm classes, and changes in farm structure have had a substantial impact on rural surroundings. Much of the current Government policy is based on aggregate statistics, and much more could be learned from simply analyzing the available data more thoroughly.

107375

Corps of Engineers Flood Control Projects Could Be Completed Faster Through Legislative and Managerial Changes. CED-78-179; B-178737. September 22, 1978. ***Released*** September 29, 1978. 27 pp. plus 3 appendices (8 pp.).
Report to Rep. William H. Harsha, Ranking Minority Member, House Committee on Public Works and Transportation; Rep. Matthew J. Rinaldo; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Water Resources Programs to Meet the Competing Demands for Water Uses (2503).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Army: Corps of Engineers.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Rep.* William H. Harsha; *Rep.* Matthew J. Rinaldo.
Authority: Flood Control Act of 1970 (42 U.S.C. 1962d); H. Rept. 91-1665. Navigation Development Act; H.R. 8309 (95th Cong.).
Abstract: As part of its responsibility for prevention of flood damage, the Corps of Engineers studies, designs, and constructs flood-control projects. Concerns have been expressed about the length of time being taken to complete these projects. ***Findings/Conclusions:*** The survey investigation and advanced engineering and design phases accounted for 60% to 80% of the time spent to complete the projects. Survey-phase studies ranged from 4.5 years to 40 years, and design phase projects ranged from 2.2 to 25 years. Only about half the time was used for actual survey and design work, with most of the remaining time being used in waiting for authorization or appropriation of funds. An average of about 3 years was used for review of survey reports. Delays in preconstruction work have been attributed to procedures followed to obtain authorizations and appropriations and to a legislative requirement for a written cooperative agreement between the Federal government and non-Federal participating interests. This requirement causes delays in States with constitutions which prohibit the future obligation of State appropriations. In four projects reviewed by GAO, factors cited by the Corps (personnel shortages, new evaluation criteria, and local opposition) did not cause significant delays. The Corps did not use its management information system effectively to identify project delays. Alternatives to the current authorization and appropriation process were presented which would reduce the time between authorization and contract award. ***Recommendation To Agencies:*** The Secretary of the Army should direct the Corps to use its management information system to identify unnecessary delays and control the progress of projects and determine the possibilities of expediting the review process.

107385

More Effective Action by the Environmental Protection Agency Needed To Enforce Industrial Compliance With Water Pollution Control Discharge Permits. CED-78-182; B-166506. October 17, 1978. 29 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Effectiveness of Regulatory Strategies (2208).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; Congress.
Authority: Clean Water Act, as amended (P.L. 92-500; 33 U.S.C. 1251; 33 U.S.C. 1362). Clean Air Act of 1977 (P.L. 95-95).
Abstract: In a comprehensive effort to clean up the Nation's waterways, either the Environmental Protection Agency (EPA) or States with EPA-approved programs issue permits to both industrial and other source dischargers. These permits limit the amount of pollutants that may be discharged into waterways. After an industrial discharge permit is issued, EPA or the State is responsible for insuring that dischargers comply with permit conditions. ***Findings/Conclusions:*** A review of discharge reports filed by 165 agencies indicated: widespread and frequent noncompliance with permit conditions, frequent failure to submit industrial self-monitoring reports which could conceal additional violations, and widespread failure to meet required discharge standards. Such noncompliance with permit conditions, including violations of toxic-substances limits, underlines the need for improved compliance monitoring. Although a strong enforcement program is necessary to promote compliance, EPA enforcement actions usually lack clout. Except for referring violators to the Justice Department and/or barring them from receiving Federal contracts, grants, or loans, EPA cannot penalize the violator economically. Justice Department referrals, however, are time-consuming, complex, and expensive, and the results are unpredictable. Since 1975, EPA has been able to bar violators from Federal contracts, but this is not done often. ***Recommendation To Agencies:*** The Administrator of EPA should: define what constitutes a major industrial discharger and determine the cumulative effects of minor permittees' pollution; increase its sampling inspection coverage; provide priorities and guidance for identifying and resolving the most significant adjudicatory hearings; make more effective use of existing enforcement mechanisms; amend the agency's regulation to lower the amount of exempt contracts, loans, and grants; and periodically evaluate the adequacy and timeliness of existing enforcement mechanisms and, if necessary, request that the Congress provide EPA with the authority to administratively assess penalties against industrial permit violators.

107639
Alternative Methods of Food Distribution. July 1978. 2 pp.
by Kent E. Daiber, Food Coordination and Analysis Staff.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Authority: Farmer-to-Consumer Direct Marketing Act of 1976 (P.L. 94-463); S. 2833 (95th Cong.). National Consumer Cooperative Bank Act.

107640
Food: Food Related Reports Issued From January 1977 Through June 1978. August 1978. 27 pp.
by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Drug Administration; Farmers Home Administration; Commodity Credit Corp.; Commodity Futures Trading Commission.

107642
Administration of U.S. Export Licensing Should Be Consolidated To Be More Responsive to Industry. ID-78-60; B-162222. October 31, 1978. 40 pp. plus 8 appendices (21 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Economic and Military Programs: U.S. Comparative Advantage in Trade and Technology (608); Science and Technology: Management and Oversight of Programs (2004).
Contact: International Division.
Budget Function: International Affairs: Conduct of Foreign Affairs (152).
Organization Concerned: Department of Defense; Department of State; Department of Commerce: Office of Export Administration.
Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Banking, Housing and Urban Affairs; Congress.
Authority: Export Administration Act of 1969, as amended (50 U.S.C. App. 2401). Export Administration Act Amendments of 1977. Nuclear Non-Proliferation Act of 1978.
Abstract: Exports of commercially available commodities are regulated by the Secretary of Commerce and a group of consulting departments and agencies. The Department of Commerce makes final licensing decisions unilaterally in some instances; in other instances, decisions are made only after the unanimous consent of consulted agencies is secured. The Government's administration of export licensing is characterized by diffused authority and a consequent lack of accountability to the public. ***Findings/Conclusions:*** The Department of Commerce's Office of Export Administration (OEA) issued 50,737 export licenses in 1977. It denied 348 applications, and 1,291 applications took 90 or more days to be approved. The number of applications taking more than 30 days to process increased by 47% between 1976 and 1977; those taking 90 days to process increased by 52%; and those taking 180 days increased by 50%. The export licensing system needs to be revised to strike a balance between the need for greater accountability and the Government's legitimate responsibility to control exports for national security, foreign policy, and short supply reasons. One alternative that might create a balance between accountability and licensing would be to establish a new export license management group which would be organizationally independent of existing export licensing agencies but which would oversee them. Responsiveness to exporters could best be increased by transferring export licensing management responsibility to the Department of Commerce. ***Recommendation To Congress:*** The Congress, in amending the Export Administration Act of 1969, should direct that export license application management be centralized in the OEA and that a multiagency "Export Policy Advisory Committee" be established at an appropriate administrative level. The OEA should: establish a procedure for processing routine applications, locate all export-license-application management responsibility within the licensing divisions for problem export licenses, abolish Exporters' Services and transfer its functions to the licensing divisions, transfer the application review and multiagency referral routing functions to the licensing divisions, and establish a prelicensing decision "license application appeal committee."

107666
Better Water Management and Conservation Possible, but Constraints Need To Be Overcome. CED-79-1; B-114885. October 31, 1978. 30 pp.
Report to Cecil D. Andrus, Department of the Interior; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs: Water Conservation and Reuse Programs (2504).
Contact: Community and Economic Development Division.

Budget Function: Natural Resources, Environment, and Energy: Energy (270); Natural Resources, Environment, and Energy: Water Resources and Power (301); Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Bureau of Reclamation; Department of the Interior; Bureau of Indian Affairs.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources.
Authority: Rehabilitation and Betterment Act of 1949, as amended (43 U.S.C. 504). Small Reclamation Projects Act of 1956, as amended (43 U.S.C. 422a). Distribution Systems Loans Act, as amended (43 U.S.C. 421a). 43 U.S.C. 372. 43 U.S.C. 383. Fox v. Ickes, 137 F.2d 30 (D.C. Cir. 1943).
Abstract: Previous GAO reports identified improvements needed in the Bureau of Reclamation's implementation of agricultural water management and conservation practices, but it was recognized that institutional and legal constraints would affect the Bureau's ability to implement recommended changes. In 1977, the Bureau began a study to accelerate the identification of its projects and those of the Bureau of Indian Affairs in which opportunities existed to make better use of water supplies. ***Findings/Conclusions.:*** The Study does not deal adequately with constraints and, therefore, has limitations as a basis for ranking projects. The following categories of constraints impede efforts to promote better water management and conservation: the legal right to water saved by irrigators, high cost and repayment requirements of improving irrigation efficiencies, adverse effects on other water uses due to water-saving practices, rights of irrigators under long-term contracts which do not provide for adjustments of water rates and quantities, and lack of data on the nature and extent of the Federal role for achieving irrigation efficiencies. Water banking, the temporary transfer of a user's right to unneeded water to an intermediary who would make it available to a user who needs it, can overcome some major constraints to carrying out improved water use practices. ***Recommendation To Agencies:*** The Bureau of Reclamation should analyze and seek solutions to constraints in its study efforts and examine the following potential solutions for overcoming constraints: water banking, consideration of basinwide benefits resulting from improving irrigation systems in its loan determinations, and improvement of access to contract terms and development of conservation-oriented standard contract language. The resources committed to these examinations and to the Bureau's studies should be based on the results of a study by the Interagency Task Force on Irrigation Efficiencies.

107688
Review of the President's June 6, 1978, Water Policy Message. CED-79-2; B-114885. November 6, 1978. ***Released*** November 13, 1978. 8 pp. plus 5 appendices (34 pp.).
Report to Sen. Edmund S. Muskie, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Ranking Minority Member; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs (2200); Water and Water Related Programs (2500).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Office of Management and Budget; Council on Environmental Quality; Department of the Interior; Water Resources Council.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; *Senate* Committee on the Budget; Sen. Edmund S. Muskie; Sen. Henry L. Bellmon.
Authority: Fish and Wildlife Coordination Act (16 U.S.C. 661). National Historic Preservation Act (P.L. 89-665). Endangered Species Act of 1973, as amended (P.L. 93-205). Resource Conservation and Recovery Act of 1976 (42 U.S.C. 6901). Safe Drinking Water Act of 1974. Watershed Protection and Flood Prevention Act. Water Resources Planning Act of 1965. Federal Water Pollution Control Act. 42 U.S.C. 300f. 42 U.S.C. 1962. 33 U.S.C. 1251. Executive Order 11988.
Abstract: The President's June 6, 1978, water policy message contained the following objectives: improved planning and efficient management of Federal water programs to permit the construction of water projects that are cost-effective, safe, and environmentally sound; a new national emphasis on water conservation; enhanced Federal/State cooperation; and increased attention to environmental quality. He also issued directives outlining action to be taken by Federal agencies in implementing his policy initiatives and establishing a timetable for completion. ***Findings/Conclusions:*** The water policy is a progressive attempt to reform water resources development practices, but some of the objectives may not be met by the initiatives. For example: proposed principles and standards need to be more specific; the proposal that the Water Resources Council (WRC) perform an independent water project review may not achieve the desired results because the WRC is not independent of agency influence; project selection criteria require identification and clarification; and Federal/State cost-sharing inconsistencies and inequities should be addressed. Recommendations in the message relating to the following were supported: modifications to financial assistance and housing assistance programs, encouragement and assistance for water conservation, and changes in irrigation repayment and contract procedures. Areas not addressed by the policy include: the need to establish a clearinghouse for water conservation practices involving municipal and industrial water supplies, the need to solve constraints which impede implementation of better water management, and the need to better define the Federal role in promoting better water management. Also, greater priority should be given to water quality issues.

107689
The Pacific Fishery Management Council's Role in Salmon Fisheries. CED-79-4; B-177024. November 9, 1978. ***Released*** November 16, 1978. 60 pp.
Report to Sen. Bob Packwood; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Other Natural Resources (0306).
Organization Concerned: National Oceanic and Atmospheric Administration; Department of Commerce; Pacific Fishery Management Council.
Congressional Relevance: *Sen.* Bob Packwood.
Authority: Fishery Conservation and Management Act (P.L. 94-265). P.L. 94-565. United States v. Washington, 384 F. Supp. 312 (W.D. Wash 1974). Sohappy v. Smith (United States v. Oregon), 302 F. Supp. 899 (D. Or. 1969).
Abstract: Because of concerns about overfishing, the Fishery Conservation and Management Act extended U.S. jurisdiction to 200 miles off its coasts and imposed on fishermen responsibilities for conserving and using fishery resources within the 200-mile zone. The act established eight regional fishery management councils to perform certain duties, including preparing management plans. The 1977 and 1978 plans developed by the Pacific Fishery Management Council have objectives of maintaining optimum spawning stock escapements, helping fulfill Indian treaty obligations, and providing all ocean and inland water fisheries the continuing opportunity to harvest salmon. The act requires an increase in the use of economic, social, and ecological factors in the plans in addition to traditional biological considerations. ***Findings/Conclusions:*** Concerns have been expressed over data used to support council

decisions. Some fisheries officials stated that the council failed to obtain sufficient social and economic data for the 1977 and 1978 ocean salmon plans. Estimates based on a computer model were that Washington fishermen's net annual salmon catches would increase by 800,000 pounds but that the catch of commercial troll salmon fisheries off the coast of Washington would decrease by up to 1,700,000 pounds. Because of the lack of reliable economic data, the monetary impact of regulatory controls on commercial troll fishermen could not be determined. Concern was also expressed over the adequacy of fishing industry representation on the council and the council's consideration of Indian treaty fishing rights. Council officials recognized deficiencies in the data base, and several research studies are underway to provide additional information for developing a comprehensive salmon plan for the 1980 fishing season.

107670
Reserved Water Rights for Federal and Indian Reservations: A Growing Controversy in Need of Resolution. CED-78-176; B-167941. November 16, 1978. 58 pp. plus 7 appendices (48 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Laws and Rights for Meeting Water Needs (2505).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Water Resources and Power (301).
Organization Concerned: Department of the Interior; Department of Agriculture; Department of Justice; Department of Defense.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Energy and Natural Resources; Congress.
Authority: Multiple Use and Sustained Yield Act of 1960 (16 U.S.C. 528). Central Arizona Indian Tribal Water Rights Settlement Act of 1977; S. 905 (95th Cong.). National Park Service Act (16 U.S.C. 1). McCarran Amendment (43 U.S.C. 666). Department of Justice Appropriation Act of 1952. Organic Administration Act of 1897. Desert Land Act. P.L. 95-326. S. 863 (84th Cong.). S. 28 (91st Cong.). S. 1275 (88th Cong.). S. 1636 (89th Cong.). S. 18 (92nd Cong.). S. 1582 (95th Cong.). H.R. 9951 (95th Cong.). Winters v. United States, 207 U.S. 564 (1908). Arizona v. California, 373 U.S. 546 (1963). Cappaert v. United States, 426 U.S. 128, 138 (1976). Federal Power Commission v. Oregon, 349 U.S. 435 (1955). United States v. Winans, 198 U.S. 371. United States v. Powers, 305 U.S. 527 (1939).
Abstract: Although the United States as a whole has an abundant water supply, the geographical distribution and availability of its water resources often does not match needs and demands. Federal and Indian reservations encompass substantial land in the western United States, and Federal reservations are a substantial source of water resources in the Western States. Except for some litigated cases, however, the amount of water reserved for the reservations, from what sources, and for what purposes has not been determined. ***Findings/Conclusions:*** Reservation-related water resources are often the main source of water supply for irrigation, communities, industries, and other uses off the reservations. The lack of information on the amount of reserved water rights makes it virtually impossible for potential water users and State administrators to determine what, if any, waters are available for appropriation under State law and what water uses may be superseded by the exercise of reserved rights. Two controversial issues concern: determining water quantities reserved for a reservation's future needs, and compensating State water rights holders for losses resulting from the exercise of reserved rights. Other questions involve the definition, scope, and quantification of reserved rights, the appropriate judicial forum for resolving disputes, and the respective authority in Federal and State Governments to administer the reserved rights. ***Recommendation To Congress:*** The Congress should review the Federal agencies' progress in carrying out the President's program for resolving the reserved water rights controversy. If the Congress determines that adequate progress is not being made, it should direct the agencies to give the program more attention and funding. If adequate progress is not being made because of difficulties in resolving questions and issues, the Congress should consider a legislative solution.

107678
Reuse of Municipal Wastewater and Development of New Technology: Emphasis and Direction Needed. CED-78-177; B-166506. November 13, 1978. 35 pp. plus 2 appendices (4 pp.).
Report to Rep. Don H. Clausen, Ranking Minority Member, House Committee on Public Works and Transportation: Water Resources Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Science and Technology: Applying Science and Technology to State and Local Government Problems (2006); Environmental Protection Programs: Federal Controls Over Wastewater Treatment Construction Grant Funds (2202).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation: Water Resources Subcommittee; *Rep.* Don H. Clausen.
Authority: Federal Water Pollution Control Act, as amended (33 U.S.C. 1251). Federal Water Pollution Control Act Amendments of 1956 (P.L. 84-660). Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500). Clean Water Act of 1977 (P.L. 95-217). Clean Water Act Amendments of 1977. P.L. 94-447. P.L. 95-240. P.L. 95-26.
Abstract: The Clean Water Act of 1977 requires that alternative wastewater treatment methods, including land application, must be evaluated during facilities planning before an agency grant is made for a wastewater treatment plant. ***Findings/Conclusions:*** Even though new technologies for the treatment and reuse of wastewater are available, they have not been used extensively because: they provide treatment levels higher than needed to meet requirements; some are more costly than conventional methods; and program participants are unwilling to risk failure. Land application could provide benefits such as eliminating point discharges to surface waters, higher levels of treatment than provided by conventional secondary methods, and replenishment of groundwater. However, it has not been widely used because of stringent State pretreatment requirements, limited technical and health effects information, and unavailability of suitable land. Recycled wastewater may be used for several industrial, municipal, and recreational purposes. However, only a few wastewater reuse projects have been funded because the use of reclaimed wastewater is generally not cost effective and concerns over recycled wastewater discourage potential users. There is no clear Environmental Protection agency (EPA) policy on the funding of wastewater reclamation. ***Recommendation To Agencies:*** The EPA should promote the acceptance and use of newly developed technologies in wastewater treatment projects. The Administrator, EPA, should: designate a central group within his agency to analyze long-term wastewater treatment research needs and to receive, review, and coordinate the approval of evaluation grant awards; and identify the types of plants and municipalities where new technology could be utilized effectively.

107712
Future of the National Nutrition Intelligence System. CED-79-5; B-133192, B-164031(3). November 7, 1978. 36 pp. plus appendix

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food (1700); Health Programs (1200).:
Contact: Community and Economic Development Division.
Budget Function: Education, Manpower, and Social Services: Research and General Education Aids (503); Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Human Resources.
Authority: Food and Agriculture Act of 1977 (P.L. 95-113).
Abstract: The United States does not have a unified or coordinated nutrition intelligence system, but both the Department of Health, Education, and Welfare (HEW) and the Department of Agriculture (USDA) have programs which provide some of this information. With limitations, the existing programs provide: periodic national population surveys to assess and monitor dietary and nutritional status of the entire population and selected groups at nutritional risk, surveillance at the community level for indicators of nutritional deficiency in selected high-risk groups, and evaluations of the dietary and nutritional impacts of some food assistance programs. While these activities generate useful information, there are weaknesses which limit their effectiveness as an overall system of nutrition intelligence. ***Findings/Conclusions:*** Assessment and monitoring survey data are often untimely, insufficiently specific geographically, omit important population groups, and are inadequate for evaluating programs designed to improve nutritional health. The surveillance mechanism is weak in terms of population group and geographic coverage and reliability of data. A joint proposal by HEW and USDA for a comprehensive system of nutrition intelligence centers around four interrelated elements: nutritional and dietary status, nutritional quality of foods, dietary practices and knowledge, and impact of nutritional intervention. The system will function through: recurring national surveys of the population, special surveys of nutritionally at-risk groups, expansion of existing surveillance programs, and studies to evaluate the nutrition intervention program. The system will operate through existing programs within each Department with a coordination mechanism at several levels. Areas of concern with the proposal involve: lack of specificity and agreement between Departments, lack of agreement on how a decennial survey would be conducted, the role of the system in program evaluation, and the adequacy of the coordination mechanism.

107915
May Corporations Be Members of Cooperative Associations Authorized Under the Capper-Volstead Act. B-114824. November 29, 1978. 5 pp.
Memorandum to Brian P. Crowley, Assistant Director, Community and Economic Development Division; by Geraldine M. Rubar, Senior Attorney, GAO Office of the General Counsel.

Contact: Office of the General Counsel: Special Studies and Analysis.
Authority: Capper-Volstead Act (7 U.S.C. 291).

107945
Land Use Issues. CED-79-15. November 16, 1978. 46 pp. plus appendices (18 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control (2300).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy (300); Natural Resources, Environment, and Energy: Recreational Resources (303); Natural Resources, Environment, and Energy: Conservation and Land Management (302).
Organization Concerned: Department of the Interior; Department of Agriculture; Department of Housing and Urban Development; Environmental Protection Agency.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Coastal Zone Management Act of 1972 (P.L. 92-583). Federal Land Policy and Management Act (P.L. 94-579). National Forest Management Act of 1976 (P.L. 94-588). Payments in Lieu of Taxes Act (P.L. 94-565). Forest and Rangeland Renewable Resources Planning Act of 1974. Federal Water Pollution Control Act Amendments of 1972. Federal Aid Highway Act. Revitalization and Regulatory Reform Act of 1976. Alaska Native Claims Settlement Act of 1971. P.L. 94-370. P.L. 94-422. S. 984 (94th Cong.). H.R. 3510 (94th Cong.).
Abstract: The land use planning, management, and control area is concerned with planning for the use of lands, regardless of ownership, and fostering better management of the Nation's land and related resources. It is a complex and highly controversial subject involving population and economic growth; multiple use of land and resources; controversies over tradeoffs between competing land uses; individual aspirations and rights versus the public good; and Federal, State, and local government rights and responsibilities. Six land use planning, management, and control issues are designated for priority attention within the next two years. These six issues are: (1) Is there a need for new Federal initiatives to plan for land use on a more comprehensive basis? (2) Are federally owned and supported lands being effectively managed and is proper consideration being given to competing resource needs such as timber production, watershed protection, aesthetics, and fish and wildlife? (3) How effective are Federal programs designed to promote the development, rehabilitation, conservation, and preservation of nonpublic lands and related resources? (4) Are Federal programs effective in meeting shortages of outdoor recreation near urban areas? (5) Are federally owned and federally supported recreation areas being properly developed, managed, and maintained? and (6) Will land use planning and management activities provide a satisfactory balance between development and preservation of Alaskan lands? Several other issues which need to be considered, but which have lower priority, are also discussed.

107951
Water Quality Management Planning Is Not Comprehensive and May Not Be Effective for Many Years. CED-78-167; B-166506. December 11, 1978. 36 pp. plus 7 appendices (13 pp.).
Report to Rep. Ronald (Bo) Ginn, Chairman, House Committee on Public Works and Transportation: Investigations and Review Subcommittee; Rep. James C. Cleveland, Ranking Minority Member; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Institutional Arrangements and Trade-Offs (2210).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources, Environment, and Energy: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Public Works and Transportation: Investigations and Review Subcommittee; *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; *Rep.* Ronald (Bo) Ginn; *Rep.* James C. Cleveland.
Authority: Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 33 U.S.C. 1251). Clean Water Act of 1977 (P.L. 95-217).

Abstract: Section 208 of the Federal Water Pollution Control Act Amendments of 1972 authorized a planning program (referred to as "208 planning") to be undertaken in areas with substantial water quality control problems. The program has evolved from an optional one for urban regions to a mandatory one carried on by local, State, and interstate planning agencies. Statutory requirements for planning include identifying: needs and methods for financing treatment works; agencies necessary to construct, operate, and maintain facilities and carry out the plan; and nonpoint sources of pollution and control measures. Planning agencies had up to 2 years to address these requirements, complete initial plans, and submit them to the Environmental Protection Agency (EPA). ***Findings/Conclusions:*** The statutory 2-year period was inadequate for comprehensive planning and for developing information on pollution and water quality. Data on effects of pollutants on water quality were inadequate or unavailable. Waste-load allocations for polluters could be subject to legal action if adequate cause/effect data are not available. Other problems hindering 208 planning include: lack of committed local funds to continue planning and carry out recommendations when Federal funds are exhausted, disagreements among governmental units which may hamper implementing potential solutions to water quality problems, and the need for public participation programs more sensitive to local needs. ***Recommendation To Agencies:*** The Administrator, EPA, should inform the Congress of problems being experienced in 208 planning and report on: how long it will take to acquire adequate cause/effect data, technical capability, needed resources to accomplish 208 planning, and the strategy EPA plans for resolving data deficiency problems; and alternatives to the existing program, including setting priorities for planning requirements and an analysis of tradeoffs involved if alternatives had to be achieved in a shorter timeframe and at lower costs. He should also emphasize the importance of expanding public involvement efforts and modify public involvement regulations to emphasize the use of public opinion surveys.

107979

Recommended Dietary Allowances: More Research and Better Food Guides Needed. CED-78-169; B-164031(3). November 30, 1978. 39 pp. plus 13 appendices (27 pp.).

Report to Rep. James H. Scheuer, Chairman, House Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Health Programs (1200); Food: Federal Nutritional Standards (1708).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (0352); Health: Health Research and Education (0552).

Organization Concerned: Department of Agriculture; Department of Health, Education, and Welfare; National Academy of Sciences.

Congressional Relevance: *House* Committee on Agriculture; *House* Committee on Science and Technology: Domestic and International Scientific Planning and Analysis Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* James H. Scheuer.

Authority: Older Americans Act of 1965, title VII, as amended (42 U.S.C. 3045). Child Nutrition Act of 1966, as amended (42 U.S.C. 1773). National School Lunch Act, as amended (42 U.S.C. 1761; 42 U.S.C. 1766). Food Stamp Act of 1964, as amended (42 U.S.C. 1772). Agricultural Trade Development Assistance Act of 1954. 7 U.S.C. 1721.

Abstract: Despite the importance of recommended dietary allowances in planning diets, evaluating nutritional contents of food, establishing guidelines for food labeling, and developing new food products, they have limitations and can be used properly only when these limitations and their meaning are understood. The recommended dietary allowances are considered to be too complex for use by the consumer and are intended to be used by the professional nutritionist or dietitian. Although they provide a reasonable standard for use by nutrition professionals in planning and evaluating diets, a diet which provides the recommended dietary allowances does not necessarily ensure adequate nutrition. ***Recommendation To Agencies:*** The Secretaries of Agriculture and Health, Education, and Welfare should have the National Academy of Sciences assist in identifying nutrition research needs and in establishing research priorities relating to human nutritional requirements. This assessment should be used to improve and expand Federal research on human nutritional requirements. The Committee on Dietary Allowances should use the research results to expand and extend the recommended dietary allowances to additional nutrients and direct them toward more specific population groups. The Secretaries should also request a qualified and respected body of experts to assist in the departmental planning efforts of developing food guides for the consumer to supplement other Government nutrition education efforts. These guides should help the consumer to develop diets that satisfy the recommended dietary allowances and nutrition guidelines and should address the current nutrition concerns regarding food components, lifestyle factors, and diet and health.

108093

The Federal Home Loan Bank Board Building. November 13, 1978. 10 pp.

Testimony before the Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; by Richard W. Gutmann, Director, GAO Logistics and Communications Division.

Contact: Logistics and Communications Division.

Organization Concerned: Federal Home Loan Bank Board; General Services Administration.

Congressional Relevance: *Senate* Committee on Appropriations: HUD-Independent Agencies Subcommittee.

Abstract: The General Services Administration (GSA) was responsible for the basic structure and exterior finish of the Federal Home Loan Bank Board Building, and the Bank Board assumed responsibility for interior finishing. GSA obligated about $40.9 million for site acquisition, design, management inspection, and construction; construction costs exclusive of site acquisition were $33,180,294. Total estimated project costs for interior and exterior costs were about $51.8 million. The Board's loss from the disposition of furniture and equipment in its old building cannot be determined. There is a question as to whether the Bank Board and other agencies are authorized to lease space based solely on their authority to control and manage real property, and a related question concerns whether the Bank Board has authority to construct a building larger than its needs solely for the purpose of providing lease space for commercial users. As of July 1978, six leases accounted for about 82% of the available ground floor space available for leasing. The Bank Board agreed to finance 75% of the costs to prepare a restaurant-cafeteria facility up to $768,000 and to pay all utilities except telephone service. The Board decided it wanted a French restaurant, effectively eliminating all but 1 of approximately 40 parties interested in a food concession. Although it has already incurred nearly two-thirds of its total share of the budgeted costs of the restaurant, the Board had not exercised its right to audit the books of the food concessionaire.

108220

Proposed Changes in Meat and Poultry Net Weight Labeling Regulations Based on Insufficient Data. CED-79-28; B-163450. December 20, 1978. 20 pp.

Report to Rep. William R. Poage, Chairman, House Committee on Agriculture: Livestock and Grains Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Federal and State Regulations Impacting Food Marketing (1712).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture; Food Safety and Quality Service.
Congressional Relevance: *House* Committee on Agriculture; *House* Committee on Agriculture: Livestock and Grains Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* William R. Poage.
Authority: Fair Packaging and Labeling Act (15 U.S.C. 1453). Jones v. Rath Packing Co. (430 U.S. 519 (1977)). Federal Meat Inspection Act (21 U.S.C. 451). 9 C.F.R. 317. 9 C.F.R. 381. Executive Order 11821. Executive Order 12044. Poultry Products Inspection Act (21 U.S.C. 451).
Abstract: In December 1977, the Department of Agriculture proposed revised regulations for assuring net weight compliance with Federal weight labeling laws for meat and poultry products. ***Findings/Conclusions:*** A review of applicable laws, regulations, studies, and records indicated that the Department has not obtained sufficient data to support the need for changing current regulations, to decide how to deal with moisture loss after a product has been packaged and shipped, to consider the economic impact of the proposed changes, or to comparatively evaluate the alternative net weight compliance systems. Various executive orders and GAO reports stressed the importance of collecting and analyzing economic and other data to help choose the least burdensome and most feasible regulatory method of achieving an objective. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Food Safety and Quality Service to expand and extend its search for information concerning the best way to monitor net weight labeling activities for meat and poultry products. Such a search should include a reevaluation of the need for change; a comparison of available viable alternatives; a comprehensive economic impact statement for each system considered; a thorough and objective analysis of comments from major groups, including State and local government regulatory agencies, industry, and consumers affected by such activities; and research to resolve the packaged meat and poultry moisture loss controversy.

108221
Adjustment Assistance to Firms Under the Trade Act of 1974--Income Maintenance or Successful Adjustment? ID-78-53; B-152183. December 21, 1978. 53 pp. plus 5 appendices (18 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Relief From Import Injury and Unfair Trade Practices (612); Federally Sponsored or Assisted Employment and Training Programs: Trade Act of 1974 (3208).
Contact: International Division.
Budget Function: Commerce and Housing Credit: Other Advancement and Regulation of Commerce (376).
Organization Concerned: Department of Commerce; Economic Development Administration.
Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; Congress.
Authority: Trade Act of 1974 (P.L. 93-618). Trade Expansion Act of 1962 (P.L. 87-794). H.R. 11711 (95th Cong.).
Abstract: An adjustment assistance program was established by the Congress to help U.S. firms adjust to the competition of international trade. Although many firms have been hurt by import competition, fewer than 125 have been helped under the assistance program. Most of those helped have not adjusted to become more competitive in their industry nor have they changed to an industry where they could be competitive. Rather, they have used program loans primarily to pay late bills and to increase operating funds without taking remedial actions. ***Findings/Conclusions:*** The adjustment assistance program established under the Trade Act of 1974 is benefiting only a small fraction of the firms in need of assistance because (1) the Department of Commerce has not effectively publicized the program, and therefore most firms are not aware of it; (2) many firms find program benefits or other program aspects unattractive; (3) the statutory certification criteria, as well as the Department's interpretation, have kept some hurt firms from being certified and from receiving benefits; and (4) program literature does not explain all of the procedures, is not combined into one publication, and is not written in an easily understood manner. ***Recommendation To Agencies:*** The Secretary of Commerce and the Congress should improve the adjustment assistance program to help assisted firms have a better chance to achieve long-term viability. The Congress should consider special special industry programs when industries have been seriously injured by imports.

108250
Regulation of Retailers Authorized To Accept Food Stamps Should Be Strengthened. CED-78-183; A-51604. December 28, 1978. 47 pp. plus 2 appendices (13 pp.).
Report to Rep. W. Henson Moore, House Committee on Agriculture; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Feeding Programs for School Children and the Poor (1710).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Food and Nutrition Service; Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Rep.* W. Henson Moore.
Authority: Food Stamp Act of 1964 (7 U.S.C. 2011). Food Stamp Act of 1977 (P.L. 95-113; 91 Stat. 958). 7 U.S.C. 2019.
Abstract: The food stamp program was designed to help low-income households obtain more nutritionally adequate diets by implementing their food budgets. Under the program, participating households certified as eligible by State welfare agencies are issued coupons which may be exchanged for eligible food at authorized retailers. There are about 270,000 retailers authorized to accept food stamps. During fiscal year 1977, the retailers accepted over $8 billion in coupons and redeemed them at commercial banks and wholesale firms. ***Findings/Conclusions:*** Food and Nutrition Service regulations and criteria for authorizing retailers have not assured that only those retailers capable of advancing program objectives were authorized. Regulations have not been precise and definitive and therefore, have been stretched to authorize retailers of questionable value to the program such as pastry shops, doughnut shops, coffee merchants, and liquor stores. The computerized system for monitoring retailers on a recurring basis uses unreliable data, and no mechanism exists to ensure that commercial banks are submitting only food coupons acquired in accordance with regulations. Coupon redemptions for approximately 4,100 wholesalers in the program are not adequately controlled to insure that only properly acquired coupons are redeemed. The service has had difficulty identifying and imposing timely and effective penalties against firms not adhering to program regulations. An analysis of investigations conducted in five States showed that an average of 426 days elapsed between identification of suspected violators and final action. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrator of the Food and Nutrition Service

to establish specific criteria for authorizing retailers, take actions to improve monitoring of retailers and wholesalers and control of the coupon redemption process, institute guidelines for and improve the monitoring of administrative reviews of penalties against violators, designate additional review officers until cases can be reviewed expeditiously, and reduce the compliance branch's work backlog and make the branch responsible for all investigations where criminal prosecution appears unlikely.

108276

[Compliance with Limitations on Payments to Farmers]. CED-79-31; B-142011. January 4, 1979. 11 pp.
Report to Bob Bergland, Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Agricultural Stabilization and Conservation Service.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Food and Agriculture Act of 1977 (91 Stat. 917).
Abstract: The administration of payment limitations under the wheat, feed grains, upland cotton, and rice programs was reviewed to determine whether Agricultural Stabilization and Conservation Service procedures and controls were adequate to insure compliance with the limitation. Steps are needed to strengthen county office administration of the payment limitation. The county offices were not systematically obtaining all information needed to determine the makeup of entities that needed to be combined for payment limitation purposes, making payments to the wrong payees, not implementing proper controls to prevent overpayments on county-issued drafts, and not obtaining the best information available before making determinations for payment limitation purposes. Agency instructions need to be revised and a variety of other steps should be taken in order to insure that payments subject to the payment limitation are in compliance with applicable laws and instructions.

108333

Progress and Problems of Fisheries Management Under the Fishery Conservation and Management Act. CED-79-23; B-177024. January 9, 1979. 29 pp. plus 5 appendices (115 pp.).
Report to Rep. Robert L. Leggett, Chairman, House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; Rep. Edwin B. Forsythe, Ranking Minority Member, House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; by Robert F. Keller, Acting Comptroller General.

Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Other Natural Resources (306).
Organization Concerned: National Oceanic and Atmospheric Administration: National Marine Fisheries Service; Department of Commerce.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; *Rep.* Robert L. Leggett; *Rep.* Edwin B. Forsythe.
Authority: Fishery Conservation and Management Act (P.L. 94-265).
Abstract: The Fishery Conservation and Management Act emphasizes local fisheries management planning. Under the act, a new fisheries management organization was established, and eight regional fishery management councils were set up to manage fisheries in conjunction with the States and the National Marine Fisheries Service (NMFS). ***Findings/Conclusions:*** The NMFS and the councils have improved domestic fisheries management. The councils prepare, monitor, and revise fishery management plans, three such plans have been implemented and 70 will eventually be developed and implemented. Sixteen preliminary fishery management plans have been established to control foreign fishing in U.S. waters. Foreign fishing in U.S. waters has declined significantly in recent years. Although the total commercial catch decreased 14% in 1977, the U.S. share increased from 48% in 1976 to 56% in 1977. However, problems remain which hinder management effectiveness, such as limited biological and socioeconomic data upon which to base fishery management plans; limited public involvement, understanding, and acceptance; the time-consuming process to develop and approve plans; jurisdictional problems; and limited long-range planning. The councils and the NMFS are working toward solutions and improvements. ***Recommendation To Agencies:*** The Secretary of Commerce should support the NMFS' data collection plans to assure that data necessary for effective management is provided and monitor the extent to which jurisdictional problems impede plan implementation, working with the States to enforce the plans. If cooperative efforts with the States are ineffective, he should use the preemptive authority or propose legislation to extend Federal fisheries management over the territorial sea. The Secretary should also direct the Assistant Administrator for Fisheries to encourage councils to publicize and conduct meetings on fishery management plans at more convenient locations and to explain actions clearly, speed up the plan development by providing needed guidance on plan requirements, and assist the councils in developing long-range plans.

108367

Considerations for Adjustment Assistance Under the 1974 Trade Act: A Summary of Techniques Used in Other Countries. [Volume I]. ID-78-43; B-152183. January 18, 1979. 54 pp. plus 1 appendix (1 p.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Relief From Import Injury and Unfair Trade Practices (612); Federally Sponsored or Assisted Employment and Training Programs (3200).
Contact: International Division.
Budget Function: Commerce and Housing Credit: Other Advancement and Regulation of Commerce (376); Community and Regional Development: Community Development (451); Education, Training, Employment and Social Services: Training and Employment (504).
Organization Concerned: Department of State; Department of Commerce; Office of the Special Representative for Trade Negotiations; Department of Labor.
Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; Congress; *Sen.* Proxmire William.
Authority: Trade Expansion Act of 1962. Trade Act of 1974 (P.L. 93-618).
Abstract: Increased import competition and lost export markets can cause various industries to experience declines. All industrialized countries operate programs to deal with large-scale economic adjustments in various industries. Program techniques used in Australia, Canada, France, Japan, Sweden, the United Kingdom, and West Germany to provide assistance were investigated to identify aspects of the programs which might be of interest to the Congress in modifying the U.S. program. ***Findings/Conclusions:*** While the United States operates an assistance program for workers, firms, and communities affected by disruptions casued by increases in

imports, other countries, for the most part, provide assistance through existing programs rather than establishing special programs. Of the countries included in this study, generally only the United States administers assistance programs based on import competition. The U.S. worker adjustment assistance program has suffered from a lack of worker awareness of the program and problems in determining worker eligibility. Workers in some countries are provided special assistance on an industrywide basis, while other countries rely on their existing unemployment programs to meet the needs of all workers. The U.S. firm adjustment assistance program suffers from a low level of program participation. Several other countries provide firm assistance on an industrywide basis. Although the types of assistance provided firms in other countries are similar to the assistance provided in the United States, other countries' benefits are made more attractive to provide incentive for firms to participate in the government programs. While some trade-impacted communities in the United States are getting assistance under other programs, no communities have actually received assistance as intended under the Trade Act of 1974. ***Recommendation To Agencies:*** Before any of the approaches used in foreign countries are considered for use in the United States, further analysis should be made to determine their feasibility and cost.

108407

The Award of Funds to the National Farm Workers Service Center, Inc. Was Poorly Managed. HRD-79-30; B-177486. January 15, 1979. ***Released*** January 18, 1979. 10 pp. plus appendix (27 pp.).
Report to Rep. Clair W. Burgener; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Federally Sponsored or Assisted Employment and Training Programs: Employability of Selected Target Groups (3201).
Contact: Human Resources Division.
Budget Function: Education, Training, Employment and Social Services: Training and Employment (504).
Organization Concerned: Department of Labor; National Farm Workers Service Center, Inc.; United Farm Workers of America, AFL-CIO.
Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; *Rep.* William M. Ketchum; *Rep.* Clair W. Burgener.
Authority: Comprehensive Employment and Training Act of 1973, as amended (29 U.S.C. 801). Economic Stimulus Appropriations Act of 1977 (P.L. 95-29). Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524). P.L. 95-205. H. Rept. 95-66. S. Rept. 95-58. 41 U.S.C. 252(c).
Abstract: Questions raised about the Department of Labor's (DOL's) award of Comprehensive Employment and Training Act funds to the National Farm Workers Service Center, Inc., a nonprofit organization, dealt with the process by which DOL awarded the funds, selected program characteristics, and the plans DOL and the center have to manage the programs. The center was one of 43 organizations that applied for farmworker economic stimulus program funds to operate a residential skill training program, and it requested about $429,000 to operate the program. ***Findings/Conclusions:*** DOL's process for selecting the best applicant was subjective but in accordance with its procedures. However, its negotiations with the center before the grant award were handled very poorly. A questionable aspect of the grant agreement was the high cost of the vocational skill training segment. In addition to the grant, the center was awarded a contract on a sole-source basis to foster agricultural apprenticeship; the contract should have been procured competitively. It was also noted that the center had no experience operating a residential skill training program and little experience in employment training; the center's English language training program may duplicate educational opportunities available through the school system, program participants are expected to be primarily Spanish speaking and selection should be monitored to assure that participation is not based on ethnic backgrounds, and DOL cannot assure that illegal aliens will not participate in programs. DOL is planning to visit the center at least six times during the grant period and will require the center to submit quarterly progress reports.

108472

Food, Agriculture, and Nutrition Issues for Planning. CED-79-36. January 29, 1979. 44 pp. plus 5 appendices (11 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food (1700).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment (300); Agriculture (350); Health (550).
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Farm Act of 1973. Farm Act of 1977. Older Americans Act, title VII.
Abstract: Critical food, agriculture, and nutrition issues facing the Congress and the Nation are identified. Each of these issues is tied into a series of food system goals which could represent the main elements of a national food policy. Food policy goals can be divided into four major areas of concern: assuring safe, nutritious food for all segments of the population; assuring that the economic strength of the food system is maintained; fulfilling the Nation's commitment to help meet world food demand through development assistance, humanitarian measures, and commercial exports; and developing and coordinating national and international food policies and programs. ***Findings/Conclusions:*** Within the goal of assuring safe and nutritious food for all segments of the population are the following related issues. How effective are Federal efforts to promote good nutrition? Do food quality assurance programs adequately insure the provision of safe, nutritious food to consumers? How effective are Federal domestic food assistance programs? and How effective will new technological advances be in improving nutrition? Issues pertaining to maintaining the economic strenth of the food system are: What can the Federal Government do to improve the food marketing and distribution process? What can the Federal Government do to maintain a viable, effective, and efficient food production system? Issues involved in fulfilling the Nation's commitment to help meet world food demand include: What can be done to improve food supplies and nutrition worldwide? How effective are Federal efforts to maintain strong U.S. agricultural commercial export sales? What are the effects of U.S. food import policies on U.S. food needs? In the area of international food policies and programs are two issues: What can be done to improve Federal effectiveness throughout the food decision system? How effective are Federal agricultural data collection, statistical, and analysis programs?

108497

Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies. OIM-79-02; B-106190. January 22, 1979. 387 pp.
Report to Chairman, Senate Committee on Appropriations; Chairman, House Committee on Appropriations; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Budget Function: General Government (800).

Organization Concerned: Department of Agriculture; Department of Commerce; Department of Energy; Department of Health, Education, and Welfare; Department of Housing and Urban Development; Department of Justice; Department of Labor; Department of State; Department of the Treasury; Department of the Interior.
Congressional Relevance: *House* Committee on Appropriations; *Senate* Committee on Appropriations.
Authority: Congressional Budget Act of 1974 (P.L. 93-344).
Abstract: Summaries are provided of GAO conclusions and recommendations resulting from audits and other review work in Federal civil departments and agencies. The information is intended for use by the House and Senate Appropriation Committees in their review of budget requests for fiscal year 1980. These matters have previously been brought to the attention of the Congress and the departmental officials. ***Findings/Conclusions:*** The summaries include agency-wide matters affecting appropriations of all or most Federal departments and agencies. Each summary contains the following information: budget function, legislative authority, findings/conclusions, recommendations, appropriations information, and Appropriations Committee issues.

108510

[Use of Nutritional Supplementation in the Treatment of Cancer Patients]. HRD-79-46; B-164031(2). January 22, 1979. ***Released*** February 1, 1979. 4 pp. plus enclosure (16 pp.).
Report to Sen. McGovern George, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Health Programs: Quality Care and Its Assurance (1213); Food: Federal Nutrition Standards (1708); Science and Technology: Support of Basic Research (2008).
Contact: Human Resources Division.
Budget Function: Health: Health Research and Education (552); Health: Prevention and Control of Health Problems (553).
Organization Concerned: National Institutes of Health; Department of Health, Education, and Welfare.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee; *Sen.* George McGovern.
Authority: Biomedical Research and Research Training Amendments of 1978 (P.L. 95-622).
Abstract: Medical personnel generally believe that some groups of cancer patients have serious nutritional deficiencies and that nutritional supplementation may be an important adjunct to their treatment. Although preliminary research results indicate that nutritional supplementation may have benefited certain cancer patients, great uncertainty exist about the extent of benefits of nutritional supplementation. Total parenteral nutrition (TPN), insertion of a catheter into the neck, is the sole supplementation technique available to many cancer patients. Medical personnel, including the Director of the National Institutes of Health (NIH) expressed concern that TPN may become an accepted treatment procedure without adequate research to determine if it is effective. This could result in additional medical care costs and increased patient risk and discomfort. TPN is used less frequently at the NIH Clinical Center than at three teaching hospitals surveyed. The NIH Director felt that more research on use of nutritional supplementation during cancer treatment is needed, that physicians need a standardized set of reliable assessment tests, and that the benefits of TPN have not been proven. Other experts believe that physicians need additional nutritional training to make them more aware of their patients' nutritional needs and training in the methods of delivering nutritional supplementation to ensure patient safety. The Director of NIH should insure that it consider, for nutrition research units it plans to fund, a role of helping to increase skills of hospital staff to administer nutritional supplementation and physician and patient awareness of cancer patients' nutritional needs.

108537

Welfare Payment Reduced: An Improved Method for Detecting Erroneous Welfare Payments. GGD-78-107; B-118638. February 5, 1979. 25 pp. plus 7 appendices (17 pp.).
Report to Joseph A. Jr. Califano, Secretary, Department of Health, Education, and Welfare; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security Programs (1300).
Contact: General Government Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: District of Columbia; District of Columbia: Department of Human Resources; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on the District of Columbia; *Sen.* William Proxmire.
Abstract: In the District of Columbia, as in many other localities, public assistance recipients often receive erroneous payments. Working with the District's Department of Human Resources, GAO developed three formulas which could be used to help the District select potential error cases for review and reduce erroneous welfare payments without increasing its staff. The formulas assign computer-derived numerical scores to cases that need to be reviewed and rank them in order of their error potential. Designation of the formulas are: overpayment, high overpayment, and ineligible. Management is thus provided with three options, depending on the end result desired. ***Findings/Conclusions:*** These methods will help the District make better use of staff by having them concentrate their reviews on correcting cases most likely to be in error, remove ineligible recipients from the welfare rolls, correct overpayments and underpayments, and accumulate information to increse caseworker productivity and improve welfare program administration. The District reviewed only 15% of its welfare cases from May 1977, when it began using the high overpayment formula, through April 1978. During that time, erroneous welfare payments were reduced by $3.5 million, nearly double the amount possible without using the formula. Similar formulas would be useful to most jurisdictions and particularly helpful to those that do not review all cases every 6 months. The formulas should be used as a supplement and not as a substitute for Department of Health, Education, and Welfare (HEW) regulations requiring all cases to be reviewed every 6 months. ***Recommendation To Agencies:*** The Secretary of HEW should distribute this report to State and local governments and emphasize to them that using similar formulas could help in reducing incorrect welfare payments.

108538

[Commodity Credit Corporation's Commodity Loan and Grain Reserve Programs]. January 29, 1979. 3 pp.
Report to Ray V. Fitzgerald, Administrator, Agricultural Stabilization and Conservation Service; by Oliver W. Krueger, Assistant Director, GAO Community and Economic Development Division.

Issue Area: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Commodity Credit Corp.; Agricultural Stabilization and Conservation Service.
Abstract: The management of the Commodity Credit Corporation's (CCC) commodity loan and grain reserve programs was reviewed to determine the adequacy of the controls over loan collateral commodities stored on the farm. Improvements are needed in the methods followed by county commodity inspectors in taking grain

measurements which, along with the test weight, are used as a basis for determining loan amounts. Improvements are also needed in identifying storage facilities containing CCC loan collateral. Some States and counties require that grain be in a measurable position before measure while other States and counties do not. The extent of judgment used and the number of measurements taken by inspectors in determining the dimensions of grain vary. Although the Agricultural Stabilization and Conversion Service has established procedures on how to draw a representative sample for test weight, methods used by inspectors in Kansas and Minnesota counties differed significantly. At the time the loan document is prepared, the producer provides a description of the storage facility, but in cases where the producer has several storage facilities in the same general location, the inspector may have difficulty in locating the specific facility to be inspected. Because CCC assumes responsibility for physical loss or damage to farm-stored collateral in cases of certain disasters, storage facilities should be clearly identified.

108574

Better Understanding of Wetland Benefits Will Help Water Bank and Other Federal Programs Achieve Wetland Preservation Objectives. PAD-79-10; B-114833. February 8, 1979. 39 pp. plus 7 appendices (19 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources to Sustain High Food Production (1711) Environmental Protection Programs: Environmental Protection Regulatory Strategies (2208); Environmental Protection Programs: Institutional Arrangements for Implementing Environmental Laws and Considering Tradeoffs (2210); Environmental Protection Programs: Purity and Safety of Drinking Water (2212).

Contact: Program Analysis Division.

Budget Function: Natural Resources and Environment: Water Resources (301); Natural Resources and Environment: Conservation and Land Management (302; Natural Resources and Environment: Pollution Control and Abatement (304); Agriculture: Farm Income Stabilization (351).

Organization Concerned: Agricultural Stabilization and Conservation Service; Department of the Army: Corps of Engineers; Environmental Protection Agency; Department of Agriculture; Soil Conservation Service; Department of the Interior; Water Resources Council; United States Fish and Wildlife Service.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress; *Sen.* Herman E. Talmadge; *Sen.* Robert J. Dole.

Authority: Clean Water Act of 977. P.L. 95-217. Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500). Fish and Wildlife Coordination Act. 16 U.S.C. 661. National Environmental Policy Act of 1969 (42 U.S.C. 4321). Rivers and Harbors Appropriations Act of 1899 (3. U.S.C. 403). Water Bank Act (P.L. 91-559). 33 C.F.R. 323. Executive Order 11990. P.L. 87-732. Executive Order 11988. 42 Fed. Reg. 37144.

Abstract: The primary objective of the Department of Agriculture's Water Bank Program is waterfowl habitat preservation; its other objectives include flood control,groundwater recharge, pollution and sediment control, and other fish and wildlife concerns. The objective of forestalling the conversion of certain waterfowl nesting and breeding areas to farming is similar to programs in the Fish and Wildlife Service. ***Findings/Conclusions:*** The greatest destroyer of wetland has been agricultural drainage and flood control activity. The Water Bank Program offers landowners a 10-year agreement in which the owner or operator receives an annual payment for preserving and protecting wetlands and adjacent lands with high value for waterfowl nesting and breeding. The emphasis on such areas excludes wintering habitats and wetland with other important benefits. The long term of the agreements contributes to a high rate of agreement terminations. The Water Bank Act will soon be outdated because of changes in wetlands classification. Also, there is a lack of information necessary for efficient operation of the program. Federal policies and programs affecting wetlands are drainage programs designed to convert wetlands to croplands, Federal public works projects, regulatory programs with authority to conduct public interest reviews for activities affecting U.S. waters and adjacent wetlands, and the Water Bank Program and wetlands acquisition programs. The interrelationships among these aspects of wetlands policy are not known, but recent studies suggest that greater support of wetland preservation may be warranted. ***Recommendation To Congress:*** The Congress should change the Water Bank Act to permit the Secretary of Agriculture greater discretion in assessing the suitability of preserving particular wetlands, to permit him to adjust payment rates during the course of 10-year agreements, and to reflect the impending change in the wetland classification system. It should consider whether these changes require additional funding. In considering the necessity of protecting wetlands with high values for other types of benefits, some alternatives are: modeling, on the Water Bank Program, a separate program; broadening the program with funds earmarked for nesting and breeding regions; or broadening the program by permitting allocation of funds between wetlands with mainly waterfowl value and those with nonwaterfowl value. Before deciding, Congress should await the results of studies on wetlands preservation. The Secretary of Agriculture should develop criteria for setting priorities for wetlands protection, determine benefits and cost of participation incentives, and develop procedures for actively seeking participation. Under the leadership of the Water Resources Council, an interagency task force should be formed to develop an improved capability for estimating the value of wetlands, evaluate the relative effectivenes of wetlands protection methods, and assess the impact of Federal public works projects and cost-sharing programs on wetland benefits.

108577

Early Childhood and Family Development Programs Improve the Quality of Life for Low-Income Families. HRD-79-40; B-164031(1). February 6, 1979. 83 pp. plus 6 appendices (13 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Federally Sponsored or Assisted Education: The Quality of Life of Children and Their Families (3304).

Contact: Human Resources Division.

Budget Function: Education, Training, Employment and Social Services: Social Services (506).

Organization Concerned: Department of Health, Education, and Welfare.

Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Human Resources; Congress; *Sen.* William Proxmire.

Authority: Social Security Act, title XIX, as amended (42 U.S.C. 1396). Education for All Handicapped Children Act (20 U.S.C. 1401). Social Security Act (42 U.S.C. 1396). Social Services Amendments of 1974 (42 U.S.C. 1397). Comprehensive Head Start, Child Development and Family Services Act. S. 3617 (92nd Cong.). S. 2007 (92nd Cong.). H.R. 10351 (92nd Cong.). S. 626 (94th Cong.). H.R. 2966 (94th Cong.).

Abstract: The importance of early childhood and family development programs has been demonstrated through research and evidence showing the relationship of early childhood environment to later development. Federal efforts in this area include the Head Start program which is the most extensive Federal child development program, and Child and Family Resource Program which provides services to low-income families and their children from the prenatal period through 8 years, other social programs under the

Social Security Act, and programs for handicapped children. ***Findings/Conclusions:*** The need for early childhood programs for low-income families is illustrated by the following: in 1975 about 89,000 women who gave birth received little or no prenatal care; millions of children suffer from poor nutrition, lack of immunization, abuse, neglect, and undiagnosed learning disabilities; and low-income children as a group perform significantly worse in school than other children. Research indicates that developmental programs for low-income children during their first 4 years of life produced lasting, significant gains; help them to perform significantly better in school than control groups; and were most effective when the child starts at a young age and when parents are closely involved in the program. Only a small percentage of the estimaated 3.7 million young children in need of such services and their families were receiving the services. The Child and Family Resource Program is an effective, comprehensive program. Such programs cost about $1,890 per year per family and up to $1,154 in costs incurred by outside agencies. ***Recommendation To Congress:*** The Congress should consider this report in its deliberations on any future legislation authorizing comprehensive child care programs. If such legislation in enacted, it should require that the programs provide or secure comprehensive services for young children and their families, including: preventive and continual health care and nutrition services, family services based on a needs and goals assessment for each family, developmental/educational programs for children from birth through preschool years, preschool/elementary school linkage efforts, and programs that involve parents in program activities and planning. Funding for programs should be increased gradually, and evaluations should be made while they are ongoing. The programs should be revised as new techniques are discovered.

108581

Changes Needed for a Better Peace Corps. ID-78-26; B-145883. February 6, 1979. 48 pp.

Report to Sam Brown, Director, ACTION: Peace Corps; by J. Kenneth Fasick, Director, GAO International Division.

Issue Area: International Affairs: Impact of Economic Assistance (603).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: ACTION: Peace Corps.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations.

Authority: Peace Corps Act (22 U.S.C. 2503). P.L. 95-331. Reorganization Plan I of 1971.

Abstract: Since 1961, the Peace Corps has sent about 73,000 volunteers abroad to serve in 88 countries. As of September 30, 1978, it had about 7,000 volunteers, a budget of about $84 million, and an authorized personnel ceiling of 767 permanent employees. The Peace Corps appropriation for fiscal year 1979 is $95 million. ***Findings/Conclusions:*** Peace Corps programs in two of five countries reviewed (Afghanistan and Malaysia) and program evaluations in other countries raise questions about the soundness of Peace Corps programming and suggests a need for examination and evaluation of Peace Corps programs to assure that resources are used most productively. Volunteers frequently describe the support and supervision provided by host countries as nonexistent. Contributions (cash and/or in kind) provided by host countries vary greatly for each country and appear to bear little relation to a country's ability to pay. Because of inadequate screening and placement processes, volunteers are entering the Peace Corps inadequately screened for suitability and poorly informed of conditions under which they will be expected to serve. Many volunteers are terminating service before scheduled completion, frequently within the first months of service. Such early termination is both disruptive and costly. ***Recommendation To Agencies:*** The Director of ACTION should: closely monitor Peace Corps implementation of program reforms, particularly in Afghanistan and Malaysia; adopt a policy requiring assurance of a continuing host-country commitment to programs and projects, including moral and financial support and adequate supervision, and establish criteria to guide country directors in obtaining host-country support. He should require: signed formal agreements for all sectors and/or projects before Peace Corps takes action to recruit, train, and place volunteers; and periodic renegotiation of all support agreements. The Director should also instruct country directors to encourage host countries to fulfill existing material and volunteer support obligations, continue efforts to improve volunteer recruitment and placement procedures, and require incoming volunteers to execute formal agreements for a minimum period of service.

108614

[Overpayment of Title I Funds at the Richmond City Public School System During FY 1978]. February 5, 1979. 1 p. plus enclosure (1 p.).

Report to Robert W. Sparks, Director, Virginia: Department of Education; by oe B. Stevens, Assistant Regional Manager, GAO Regional Office: Norfolk, VA.

Issue Area: Internal Auditing Systems: Management Control Systems in Federal Agencies for the Prevention of Fraud and Abuse (206).

Contact: Field Operations Division: Regional Office (Norfolk).

Budget Function: Financial Management and Information Systems (1100).

Organization Concerned: Virginia: Department of Education.

Abstract: The Richmond Public School System was overpaid $4,109,82 for food service costs during fiscal year 1978 because the system claimed unallowable costs. This claim was apparently based on an erroneous interpretation of the regulations. Food service claims for other school systems should be reviewed to determine the extent of this problem, and actions should be taken to collect any excess payments.

108619

Food Salvage Industry Should Be Prevented From Selling Unfit and Misbranded Food to the Public. HRD-79-32; B-164031(2). February 14, 1979. 34 pp. plus appendix (6 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Adequate and Effective Enforcement of Standards, Laws, and Regulations (903); Food (1700).

Contact: Human Resources Division.

Budget Function: Health: Prevention and Control of Health Problems (553); Health: Consumer and Occupational Health and Safety (559).

Organization Concerned: Food and Drug Administration; Department of Agriculture; Department of Health, Education, and Welfare.

Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Human Resources; Congress.

Authority: 21 C.F.R. 110. Fair Packaging and Labeling Act (15 U.S.C. 1451). Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301). Federal Meat Inspection Act (21 U.S.C. 601). Poultry Products Inspection Act (21 U.S.C. 451).

Abstract: During distribution, some food becomes damaged or subjected to contamination due to mishandling, accidents, or natural disasters. Consequently, many containers for food products lose their labels, leak, or rust. Other food products are potentially contaminated by vermin infestations, exposed to poisonous substances, or submerged in contaminated water. There are about 1,000 salvage operations nationwide which sell food in outlets in low-income urban areas or which sell food to social institutions and private organizations such as nursing homes, orphanages, schools, restaurants, and bakeries. ***Findings/Conclusions:*** The quality of salvaged food products sold to the public and to institutions has not improved since a 1975 report was issued to the Congress. Most of the salvage operators visited in 1974 were selling food in containers that were seriously damaged, misbranded, and stored in hazardous and unsanitary conditions. Some operators used questionable methods to recondition food products, subjecting much of the food to possible further adulteration. The Food and Drug Administration (FDA) has not implemented any of the major recommendations made in the 1975 report. Uniform regulations or an adequate regulatory program designed to prevent improper salvage practices have not been developed. FDA's warning about the potential effects of salvaged food has not prevented institutions from buying potentially unsafe or unwholesome food. ***Recommendation To Agencies:*** The FDA should establish a program or strategy for regulating salvage outlets. As part of this program, the FDA should urge States to use existing FDA guidelines for inspecting salvage outlets until Federal and State regulations can be developed, make more joint inspections of salvagers with State and local inspectors to help them identify and report on improper practices, ask States to provide information enforcement actions involving food salvagers, inspect food salvage outlets on a selective basis, and initiate enforcement action against violators who continue to disregard laws and regulations. The FDA should develop and publish a Federal regulation establishing a national uniform code of practice for food salvaging, require that salvaged food products be identified as such on the label, actively work for the adoption of the regulation in States where it has not been enacted, and reemphasize to State and Federal health agencies responsible for inspecting institutions the potential effects of allowing institutions to buy misbranded or damaged salvaged food.

108656

Agency for International Development Needs To Strengthen Its Management of Study, Research, and Evaluation Activities. ID-79-13; B-133220. February 12, 1979. 19 pp. plus 5 appendices (11 pp.).

Report to Sen. Daniel K. Inouye, Chairman, Senate Committee on Appropriations: Foreign Operations Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Impact of Economic Assistance (603); Federal Procurement of Goods and Services: Procurement of Only Needed Quantities of Goods (1901).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Organization Concerned: Agency for International Development; National Technical Information Service; Smithsonian Institution: Science Information Exchange, Inc.
Congressional Relevance: *Senate* Committee on Appropriations: Foreign Operations Subcommittee; *Sen.* Daniel K. Inouye.
Authority: Foreign Assistance Act of 1961, as amended.
Abstract: The Agency for International Development (AID) uses the services of the private sector in carrying out its assistance programs. Studies, research, and evaluations are specifically authorized under various provisions of the Foreign Assistance Act of 1961, as amended. During fiscal years 1977 and 1978, AID obligated $109 million and $90 million for services from contractors. The amount projected for fiscal year 1979 was $105 million. ***Findings/Conclusions:*** Some categories of Agency funded studies and research were not included in the AID listing for fiscal year 1977, including host-country technical services, support of the international agriculture research centers, and research components of development projects. AID cannot readily determine the full amount it spends for studies, research, and evaluation because its management reporting systems are not designed to provide this information. The Agency does not have an effective system for determining and using the extensive study and research previously done by AID and others or for using outside information. There is limited communication and coordination between the AID central and regional bureaus even though they are often involved in study and research in the same functional development areas. A systematic method for collecting and disseminating research information would have a great impact on AID programs. ***Recommendation To Agencies:*** The Administrator of AID should: require that the Agency's management information system identify research and study efforts and their costs, require responsible officers to certify that available information has been obtained, analyzed, and considered before contracts or grants for studies and research are authorized; expand coordination and information exchange within AID and with other Federal agencies and donors; act to assure that Agency managers exercise surveillance over contractor activities, and require that appropriate information on AID funded studies and research be sent to the National Technical Information Service and the Smithsonian Science Information Exchange.

108658

[Child Nutrition Programs]. February 27, 1979. 14 pp. plus 3 enclosures (3 pp.).

Testimony before the Senate Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture; Food and Nutrition Service.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee.
Abstract: A review of evaluation studies of child nutrition programs and proposed cuts to the programs centered on the School Lunch Program, the Summer Feeding Program, and the Special Milk Program. The legislative objectives of these programs are to safeguard or promote nutritional health of children and to encourage the use of agricultural commodities. The objective of income support has been tacitly added. The Department of Agriculture is proposing legislation which will cut $357.6 million from child nutrition programs, and an additional $110 million cut is being sought in the Special Milk Program. In most cases, the Department cannot measure whether the programs are meeting the legislative objectives, and therefore, it is limited in estimating the impact of budget changes on program participation levels and on nutritional and agricultural benefits. The Department has recently increased its capacity to evaluate the impact of feeding programs on target populations and individuals, but it has only preliminary plans for such studies. In proposing budget cuts, the Department tried not to affect the most needy, but it was constrained in its consideration of alternatives by lack of information on program participants and by its limited evaluation results. The Congress should require the Secretary of Agriculture to conduct a comprehensive evaluation of child nutrition programs which would consider the interaction of all Federal feeding programs in meeting legislative objectives.

108659

[Studies of Selected Aspects of Foreign Assistance Programs]. February 22, 1979. 10 pp.

Testimony before the Senate Committee on Appropriations: Foreign Operations Subcommittee; by J. Kenneth Fasick, Director, GAO International Division.

Contact: International Division.

Organization Concerned: Agency for International Development.

Congressional Relevance: *Senate* Committee on Appropriations: Foreign Operations Subcommittee.

Authority: P.L. 83-480, title II.

Abstract: U.S. efforts to achieve major development assistance goals through foreign assistance programs have had some successes, but further improvements can be made in program planning and implementation. A review of grants and contracts for research and study showed that the Agency for International Development (AID) cannot readily establish the full amount of money it spends for research, studies, and evaluations, nor can it readily determine the total amounts dedicated to research for specific areas of development through its present reporting system. Problems were also identified in AID's management procedures for justifying, coordinating, monitoring, and utilizing research, study, and evaluation procedures. AID has made some progress in improving the formulation, internal review, and evaluation of operating expense budget requests submitted by overseas missions; in the management and control over leasing and purchasing of nonexpendable properties; and in planning, awarding, and monitoring service-type contracts. AID is also involved in developing a unified personnel system, but that projec[illegible] in its early stages and not yet susceptible to evaluation. Person[illegible] problems center around travel advances, personal-service contracts, and direct-hire personnel. AID has recognized the likelihood of some loan recipients receiving substantial windfalls from increasing petroleum earnings and has established a policy concerning repayment when the borrower appears to be experiencing growth in its foreign exchange reserves.

108709

Functions, Activities, and Utility of the Three Interstate Marine Fisheries Commissions. CED-79-46; B-177024. February 26, 1979. ***Released*** March 5, 1979. 9 pp.

Report to Sen. Warren G. Magnuson, Chairman, Senate Committee on Commerce, Science, and Transportation; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Other Natural Resources (306).

Organization Concerned: Department of Commerce; Atlantic States Marine Fisheries Commission; National Oceanic and Atmospheric Administration: National Marine Fisheries Service.

Congressional Relevance: *House* Committee on Science and Technology; *Senate* Committee on Commerce, Science, and Transportation; *Sen.* Warren G. Magnuson.

Authority: Fishery Conservation and Management Act of 1976. Commercial Fisheries Research and Development Act (P.L. 88-309).

Abstract: The functions, activities, and utility of the three interstate Marine Fisheries Commissions were reviewed in light of the Fishery Conservation and Management Act of 1976 which established the Regional Fishery Management Councils. A fisheries management system was established in the form of a partnership between the Secretary of Commerce, the States, and the regional fishery councils to emphasize local development of fishery management plans. The commissions' functions and activities have not changed substantially since the act was passed. Although the commissions have no jurisdictional authority over fisheries, they serve the States by advocating State interests and coordinating interstate research and management efforts. The commissions' value to the States varies, but State officials generally advocate a viable, continuing role for the commissions in dealing with fishery matters. Some State officials have questioned the need to continue the commissions and have asserted that the regional councils and the States can fulfill the commissions' role. The commissions' final role is unclear, but current reassessments by the commissions can be useful in helping to determine and establish the ultimate role and functions of the commissions.

108716

Export Controls: Need To Clarify Policy and Simplify Administration. ID-79-16; B-162222. March 1, 1979. 67 pp.

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608); Science and Technology: Management and Oversight of Programs (2004).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Department of Commerce: Office of Export Administration; Department of Defense; Department of State; Export Control Coordinating Committee; Department of Commerce.

Congressional Relevance: *House* Committee on Foreign Affairs; *Senate* Committee on Banking, Housing and Urban Affairs; Congress.

Authority: Export Administration Act of 1969, as amended. Mutual Defense Assistance Control Act of 1961, as amended.

Abstract: The Government's trade policy has conflicting goals consisting of both the promotion and control of trade. Exports are controlled because of foreign policy and national security considerations, but such controls may have adverse effects on U.S. balance of payments. Most controls to support national security goals are administered jointly by the Coordinating Committee of the Consultative Group (COCOM), a 15-nation organization, but foreign policy controls are generally applied unilaterally. ***Findings/Conclusions:*** The Government does not have an effective policymaking structure to reconcile these conflicting goals. The Export Administration Act of 1969, as amended, states that foreign availability of comparable products should be considered when applying national security goals, but it does not mention foreign policy controls. Responsibility has not been established for developing and applying a standard for comparability. COCOM member governments request exemptions from control, but the U.S. Government's overly complex export control system is sometimes slow to respond. COCOM governments are negotiating changes to the international control list, but the development of U.S. proposals was handicapped by lack of priority and the inability of some agencies to prepare positions. The export licensing system is hampered by delay, uncertainty, and lack of accountability. Complete compliance with controls would be too expensive to administer, but better use could be made of available resources. ***Recommendation To Congress:*** The Congress should: amend the Act to state that the President shall consider foreign availability when imposing export controls for foreign policy purposes, require that the semiannual report on export controls discuss in more detail the uses and reasons for foreign policy controls, require that the foreign availability clause be administered as a separate effort under a "foreign availability evaluator," provide for establishment of a multiagency Export Policy Advisory Committee at an appropriate administrative level, direct that export license application management responsibility be centralized in the Office of Export Administration, and centralize funding of technical evaluations in this office. The Secretary of State should abolish the Economic Defense Advisory Committee and the Secretary of Commerce should abolish the Advisory Committee on Export Policy structure and direct the Office of Export Administration to consolidate activities in its

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licensing devision. The Secretary of Commerce should also reallocate resources to increase the deterrent capability of the Office of Export Administration's compliance program.

108720

[Administration of Export Controls]. March 5, 1979. 19 pp.
Testimony before the Senate Committee on Banking, Housing and Urban Affairs; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of Commerce: Office of Export Administration; Department of Defense; Department of State; Export Control Coordinating Committee.
Congressional Relevance: *Senate* Committee on Banking, Housing and Urban Affairs.
Authority: Export Administration Act. Presidential Review Memorandum 31.
Abstract: Recent reports have pointed out that the Government does not have an effective policymaking structure to reconcile the conflicting goals of export promotion and export control. Recommendations were made to the Congress to provide for realignment of the export policy structure, centralization of export licensing management, and certain other processes to facilitate the efficient and timely administration of export controls. The export control of dual-use commodities (which are not necessarily produced for military purposes but which could have military applications) is applied for either or both national security and foreign policy purposes. The administration of export controls has become an unintended barrier to trade expansion because: some policy controls are used without adequate consideration of their long-term impact on U.S. exporting; no one is specifically in charge of systematically evaluating foreign availability; there is uncertainty about what ought to be controlled; the Government's participation in COCOM, the international export control advisory committee, is inconsistent with that of its partners; and the Government's complex licensing system and lack of an effective export policymaking structure contribute to delays and interfere with meeting needs of exporters.

108782

Sugar and Other Sweeteners: An Industry Assessment. CED-79-21; B-118622. February 26, 1979. 101 pp. plus 2 appendices (4 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608); Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (350); Agriculture: Import-Export Issues (353).
Organization Concerned: Department of State; Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Finance; Congress.
Authority: Jones-Costigan Act of 1934. Food and Agriculture Act of 1977. Sugar Act of 1937. Sugar Act of 1948. Agriculture and Consumer Protection Act of 1973. Sugar Stabilization Act of 1978.
Abstract: Although sweeteners can be obtained from various plants, until recently, only sugar from sugarcane and sugar beets has been important in U.S. commercial production. During the last 5 years, sweeteners from corn have become a major substitute for sugar in the United States, and the importance of these sweeteners is likely to grow. The United States is among the world's largest sugar producers; it currently produces slightly more than one-half of its domestic consumption and imports the balance. Because the U.S. Government does not set domestic sugar prices as many other Governments do, the world sugar price influences both imported and domestic sugar prices. ***Findings/Conclusions:*** In response to high prices in 1974, world production of sweeteners expanded which has led to the present surplus and low world prices. These low world sugar prices have affected domestic sweetener producers; many sweetener producers and processors claim to have been unprofitable in 1977 and 1978 although data on average production costs and prices do not always support such claims, especially when Government price support payments are included in the comparisons. The domestic sugar industry is primarily important at the local level, except in Hawaii where the industry is critical to the State economy, and plant closings severely affect local communities. High fructose corn syrup (HFCS) is being substituted for sugar in various industrial applications. Its greatest attraction for many users is its price since HFCS is sold at a lower price than sugar. A new International Sugar Agreement is aimed at stabilizing world sugar prices. Unlike the United States, the governments of the four largest sugar suppliers - Australia, Brazil, the Dominican Republic, and the Philippines - play a key role in their sugar industries. ***Recommendation To Congress:*** The United States needs a comprehensive sweetener policy that insures a viable and efficient domestic sugar industry, recognizes the importance of corn sweeteners as well as sugar, and reduces the sharp fluctuations in world sugar prices. The Congress should enact legislation setting forth a national sweetener policy. It should also: instruct the Secretary of Agriculture to obtain representative production cost data for all sweetener industry elements, require that all persons in the sweetener industry provide the Secretary of Agriculture with the information he deems necessary, and direct the Secretary to identify those sugar industry segments most likely to be adversely affected by shifts between sugar and fructose, assess the alternatives available to assist these segments, and report the results to the Congress.

108786

Federal Response to the 1976-77 Drought: What Should Be Done Next? CED-79-26; B-190188. January 31, 1979. ***Released*** February 1, 1979. 21 pp.
Report to Chairman, House Committee on Government Operations: Environment, Energy, and Natural Resources Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs (2500).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Water Resources (301).
Organization Concerned: Department of Agriculture; Department of Commerce; Department of the Interior; Small Business Administration.
Congressional Relevance: *House* Committee on Government Operations: Environment, Energy, and Natural Resources Subcommittee; *Rep.* Leo J. Ryan.
Authority: Emergency Drought Act of 1977 (P.L. 95-18). Community Emergency Drought Relief Act of 1977 (P.L. 95-31). Supplemental Appropriations Act of 1977 (P.L. 95-26). Emergency Fund Act of 1948 (43 U.S.C. 502; 43 U.S.C 503). Consolidated Farm and Rural Development Act. 7 U.S.C. 1961. Small Business Act of 1958, as amended . 15 U.S. C. 631. P.L. 94-305.
Abstract: The 1976-77 drought created serious water problems for most of the Nation. Arid Western States relying heavily on water stored in reservoirs for agricultural and municipal needs were particularly hard hit. Following Presidential and congressional action, more than 40 Federal programs administered by 16 agencies offered drought relief in the form of loans, grants, indemnity payments, and other forms of assistance to State and local governments, households, farms, and private businesses. The various programs were implemented primarily by four agencies - the Departments of Agriculture, Commerce, the Interior and the Small

Business Administration. ***Findings/Conclusions:*** The four Federal agencies provided over $5 billion and assistance to many drought victims. About $1 billion was for short-term emergency actions to augment existing water supplies. However, the agencies were generally unsuccessful in providing the temporary, emergency assistance involving water augmentation that was envisioned by the President and the Congress. Problems were identified in the timeliness of the emergency legislation and in the management and coordination of the various drought programs. The Federal agencies funded new water systems or the rehabilitation of older systems that the loan applicants were already planning to build or to rehabilitate to handlle long-term water needs before the drought occurred. The drought appears to have provided a low-cost source of Federal financing for constructing projects to meet future needs. The emergency drought programs suffered from inconsistent, inequitable, and confusing eligibility and repayment requirements. Many of the problems associated with the implementation of the programs were attributable to a lack of coordination among Federal agencies. The agencies allowed their programs to overlap and did not establish uniform standards and criteria. ***Recommendation To Congress:*** The Congress should direct the Secretaries of Agriculture, Commerce, and the Interior and the Administrator of the Small Business Administration to assess the problems encountered in providing emergency relief during the 1976-77 drought. Based on the results of this assessment, a national plan should be developed for providing future assistance in a more timely, consistent, and equitable manner.

108790

[Child Nutrition Programs]. March 13, 1979. 14 pp. plus 3 enclosures (3 pp.).

Testimony before the House Committee on Education and Labor: Elementary, Secondary and Vocational Education Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture; Food and Nutrition Service.

Congressional Relevance: *House* Committee on Education and Labor: Elementary, Secondary and Vocational Education Subcommittee.

Abstract: A review of evauation studies of child nutrition programs and proposed cuts to the programs centered on the School Lunch Program, the Summer Feeding Program, and the Special Milk Program. The legislative objectives of these programs are to safeguard or promote nutritional health of children and to encourage the use of agricultural commodities. The objective of income support has been tacitly added. The Department of Agriculture (USDA) is proposing legislation which will cut $357.6 million from child nutrition programs, and an additional $110 million cut is being sought in the Special Milk Program. In most cases, USDA cannot measure whether the programs are meeting the legislative objectives and, therefore, it is limited in estimating the impact of budget changes on program participation levels and on nutritional and agricultural benefits. USDA has recently increased its capacity to evaluate the impact of feeding programs on target populations and individuals, but it has only preliminary plans for such studies. In proposing budget cuts, USDA tried not to affect the most needy, but it was constrained in its consideration of alternatives by lack of information on program participants and by its limited evaluation results. The Congress should require the Secretary of USDA to conduct a comprehensive evaluation of child nutrition programs which would consider the interaction of all Federal feeding programs in meeting legislative objectives.

108819

[Administration of Export Controls]. March 14, 1979. 19 pp.

Testimony before the House Committee on International Relations: International Economic Policy and Trade Subcommittee; by J. Kenneth Fasick, Director, GAO International Division.

Contact: International Division.

Organization Concerned: Department of Commerce; Department of Defense; Department of State; Export Control Coordinating Committee.

Congressional Relevance: *House* Committee on International Relations: International Economic Policy and Trade Subcommittee.

Authority: Export Administration Act. Presidential Review Memorandum 31. H.R. 2539 (96th Cong.).

Abstract: Recent reports have pointed out that the Government does not have an effective policymaking structure to reconcile the conflicting goals of export promotion and export control. Recommendations were made to the Congress to provide for realignment of the export policy structure, centralization of export licensing management, and certain other processes to facilitate the efficient and timely administration of export controls. The export control of dual-use commodities (which are not necessarily produced for military purposes but which could have military applications) is applied for either or both national security and foreign policy purposes. The administration of export controls has become an unintended barrier to trade expansion because: some policy controls are used without consideration of their long term impact on U.S. exporting; no one is specifically in charge of systematically evaluating foreign availability; there is uncertainty about what ought to be controlled; the Government's participation in COCOM, the international export control advisory committee, is inconsistent with that of its partners; and the Government's complex licensing system and lack of an effective export policymaking structure contribute to delays and interfere with meeting needs of exporters. H.R. 2539 addresses most of the problems noted.

108831

The Special Supplemental Food Program for Women, Infants, and Children (WIC)--How Can It Work Better? CED-79-55; B-176994. February 27, 1979. 65 pp. plus 5 appendices (13 pp.).

Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Domestic Feeding Programs for School Children and the Poor (1710).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Organization Concerned: Department of Health, Education, and Welfare; Center for Disease Control; Food and Nutrition Service; Department of Agriculture.

Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Thomas F. Eagleton.

Authority: Child Nutrition Act of 1966 (42 U.S.C. 1786). Child Nutrition Amendments of 1978 (P.L. 95-627; 92 Stat. 3603). National School Lunch Act.

Abstract: The objective of the Department of Agriculture's (USDA) Special Supplemental Food Program for Women, Infants, and Children (WIC) is to improve the health of pregnant and lactating women, infants, and preschool children considered to be at special nutritional risk. Although participants are not required to receive health services, local agencies operating the program are supposed to make obstetric and pediatric services available to participants as needed. ***Findings/Conclusions:*** Many State and local programs have included the health services, but in others the services were sometimes not available or not used. Neither the Food and Nutrition Service (FNS) nor the States took adequate steps to assure availability of health services. Other problems noted were: some clinics did not make needed nutritional risk assessments, and uniform criteria were not used in determining whether applicants were at risk; most local programs did not prescribe individual food packages but used maximum allowable standard quantities for most participants; nutrition education was not given adequate emphasis, and FNS has not provided sufficient guidance in this area; reliable assessments of the programs' results and benefits have not been made; and steps taken by FNS to improve evaluation include regulations which could hinder evaluation by restricting access to health status information. ***Recommendation To Congress:*** The Congress should revise the authorizing WIC legislation to clarify the requirement that participants receive needed health services where such services are available, accessible, and acceptable, with possible exceptions based on participants' religious beliefs. It should also monitor USDA actions on the recommendation that USDA work with the States and local agencies and with the Department of Health, Education, and Welfare (HEW) to provide needed services in program areas where adequate health services are not available. The Secretary of USDA should take actions addressing: the availability of health services in existing and planned program areas, program coordination with HEW, nutritional risk assessments, tailoring of food packages, nutrition education, program evaluation, and access to medical information.

108832

[Proposed Sugar Stabilization Act of 1979]. March 16, 1979. 15 pp.
Testimony before the House Committee on Ways and Means: Trade Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Ways and Means: Trade Subcommittee; Congress.
Authority: Sugar Stabilization Act of 1979; H.R. 2172 (96th Cong.).
Abstract: Many domestic sugar processors and farmers have reported losing money on the 1977 crop because of low sugar prices, but with Government support payments, this was not always so. High fructose corn syrup has become an alternative for sugar in some cases and can be produced at less cost than refined sugar. As a major sugar importer, the United States is important to the world sugar market, and reducing sugar imports could have foreign policy implications. In considering the proposed Sugar Stabilization Act of 1979, questions must be answered dealing with the proper level at which prices should be supported and means of achieving the support level. The price support level can be achieved through duties, quotas, Government support payments, and Government loans. The proposed act would rely on import duties and, if necessary, quotas. A review of the Department of Agriculture's (USDA) payment program on the 1977 sugar crop raised questions regarding millions of dollars in payments that the Department made under the sugar price support payment program. Agricultural workers did not share benefits under the payment program, and minimum wage requirements were not enforced under the loan program. The International Sugar Agreement is the foundation of the U.S. sugar policy, but there is uncertainty as to whether it can fully achieve its objectives.

108835

Environmental Protection Issues Facing the Nation. CED-79-63; B-166506. March 15, 1979. 53 pp. plus 2 appendices (3 pp.).
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Health Programs: Fraud and Abuse Exist in the Financing Program (1206).
Contact: Community and Economic Development Division.
Budget Function: Health: Health Care Services (0551).
Organization Concerned: Environmental Protection Agency; Department of Defense.
Congressional Relevance: *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works.
Authority: National Environmental Policy Act. Clean Air Act. Clean Water Act. Safe Drinking Water Act. Federal Insecticide, Fungicide, and Rodenticide Act. Marine Protection Research and Sanctuaries Act. Ocean Dumping Act. Noise Control Act. Occupational Safety and Health Act of 1970. Surface Mining and Reclamation Act. Toxic Substances Control Act. Resource Conservation and Recovery Act of 1976.
Abstract: Pollution in its various forms has been an environmental concern in the United States for many years. Federal policy has gradually evolved to deal with pollution on a national basis, and the Nation has embarked upon an ambitious program to clean up the environment. However, questions have been raised concerning whether environmental goals are too costly to achieve or whether the right balance has been struck between environmental objectives and energy, economic, and social goals. ***Findings/Conclusions:*** Based on an analysis of environmental protection issues and the expected needs of the Congress, 11 major environmental protection issues meriting attention over the next 18 months were identified. Questions meriting priority attention are: Are environmental protection regulatory strategies effective? Are Federal expenditures through contracts, loans, and grants effectively and efficiently achieving environmental objectives? What are the social and economic effects of environmental protection programs on the public and private sectors? Are institutional arrangements effective for implementing environmental laws and considering tradeoffs? Harmful effects from exposure to toxic pollutants--how well are we reducing risks to humans and the environment? Are research and development programs effective in supporting environmental protection activities? A background and issue analysis, alternative strategies, and issues for consideration are provided for the six priority questions and five other environmental issues.

108859

Questionable Payments and Loan Defaults in Sugar Programs. CED-79-24; B-118622. March 16, 1979. 34 pp. plus appendices (4 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture (350); Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.
Authority: Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 949). Sugar Act. Agricultural Adjustment Act, as amended. Agricultural Act of 1949.
Abstract: Since the Sugar Act expired, prices to sugar producers have declined dramatically, and the U.S. sugar industry has encountered rising production costs, declining profits, declining employment, and increases in unsold inventories. In 1977, the Department of Agriculture (USDA) provided for a price-support loan program for the 1977 and 1978 crops of sugar beets and sugarcane and implemented a loan program for the 1977 crop. ***Findings/Conclusions:*** Although the price-support payment program provided substantial benefits of approximately $200 million to

program participants through May 1978, the program has a number of administrative weaknesses. The method used to calculate the average market price for sugar produced in Hawaii distorted the average market price used in computing price-support payments. USDA paid about $6.1 million in price support payments for sugar that may have been ineligible. Some participants received about $20.8 million in payments above the support price for sugar, and some processors were underpaid about $465,000 because three processors failed to comply with reporting regulations. Significant Federal expenditures will be made as a result of forfeiture of much of the sugar serving as collateral for $176.1 million of price-support loans which were outstanding as of September 1, 1978. These expenditures will be necessary primarily because imports of low-cost sugar have materially interfered with the operation of the loan program by holding down the price of sugar. ***Recommendation To Congress:*** The Secretary, USDA, should: reconsider the method used to compute the average market price for Hawaiian sugar for any future payments, review the payments to the three processor/refiners and, if necessary, adjust payments accordingly, review all contracts to identify those that do not comply with requirements for the cutoff date for payment eligibility, provide adequate written instructions to processors on how benefits should be passed on to producers, plan for the handling and disposition of sugar forfeited as a result of loan defaults, and review wage payments made to fieldworkers to insure compliance with minimum wage requirements. Congress should consider providing more specific guidance on program implementation.

108860

Grain Dust Explosions--An Unsolved Problem. HRD-79-1; B-163375. March 21, 1979. 42 pp. plus 8 appendices (43 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Death and Serious Disability Caused by Workplace Safety Hazards (910); Environmental Protection Programs (2200).
Contact: Human Resources Division.
Budget Function: Natural Resources and Environment: Pollution Control and Abatement (304); Agriculture (350); Health: Consumer and Occupational Health and Safety (559).
Organization Concerned: Occupational Safety and Health Administration; Department of Labor; Department of Agriculture; Department of Health, Education, and Welfare; Environmental Protection Agency.
Congressional Relevance: *House* Committee on Education and Labor; *Senate* Committee on Human Resources; Congress; *Rep.* George V. Hansen; *Rep.* Edward R. Madigan; *Sen.* Thomas F. Eagleton.
Authority: Occupational Safety and Health Act of 1970 (29 U.S.C. 651). Clean Air Act. 29 C.F.R. 1910.
Abstract: Of all industrial dust explosions in the United States, those in grain elevators cause the most injuries and property damage. Sixty-two people were killed and 53 injured as a result of five explosions in grain handling facilities in December 1977 and January 1978. Under the Occupational Safety and Health Act of 1970, the Department of Labor's Occupational Safety and Health Administration (OSHA) is authorized to develop and enforce occupational safety and health regulations for grain elevators. ***Findings/Conclusions:*** OSHA did not determine the causes of grain elevator explosions it examined in early 1978, nor did it study methods for preventing future explosions. There is general agreement that the possibility of explosions cannot be eliminated entirely. Lack of information of the specific circumstances involved in most grain elevator explosions makes it more difficult to know which actions would be most effective in preventing future explosions. Questions have been raised as to whether Environmental Protection Agency (EPA) or Food and Drug Administration (FDA) regulations contribute to grain explosions. There is nothing to indicate that FDA regulations created an explosive hazard. OSHA has not adopted or developed any standards specifically designed for grain elevators. Instead, it uses its General Industry Standards and its General Duty Clause which requires employers to keep workplaces free of recognized hazards. OSHA has placed little emphasis on grain elevator inspections in the past. ***Recommendation To Agencies:*** The Secretary of Labor should: make timely and thorough investigations of future grain explosions using explosion experts, have safety inspectors perform health sampling for dust during grain elevator inspections, and expand the scope of its contract with the National Academy of Sciences to provide enough time for a more thorough study. The Department of Health, Education and Welfare should modify its proposed contract with the National Academy of Sciences to provide that the Committee on Evaluation of Industrial hazards throughly consider potential methods of reducing grain explosions, including dust control and explosion venting.

108869

[Comments on Report Entitled "Early Childhood and Family Development Programs Improve the Quality of Life for Low-Income Families"]. March 20, 1979. 15 pp.
Testimony before the Senate Committee on Labor and Human Resources: Child and Human Development Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.
Organization Concerned: Department of Health, Education, and Welfare: Administration for Children, Youth, and Families.
Congressional Relevance: *Senate* Committee on Labor and Human Resources: Child and Human Development Subcommittee.
Abstract: A review of literature on early childhood and family development, examination of research projects, and assessment of demonstration projects led to the following conclusions: the early years of a child's life are very important, and the family is the primary factor in good child development; serious problems exist in this country that might be reduced through early childhood and family development programs; research has shown positive outcomes for children enrolled in such programs; only a small percentage of those needing services are served by such programs; selected Federal demonstration projects in early childhood and family development are benefiting enrolled families; and potential benefits can result from effective early childhood and family development programs. If comprehensive child care legislation is enacted, it should provide or secure the following comprehensive services for young children and their families who wish to participate: health care and nutrition services, family services based on needs and goals assessments, developmental/educational programs for children from birth through preschool years, preschool/elementary school linkage efforts, and programs that involve parents in program activities. If enacted, funding should be increased gradually; evaluations of programs should be made while they are operating; and programs should be revised and improved when effective new techniques are discovered.

108892

U.S. Administration of the Antidumping Act of 1921. ID-79-15; B-191334. March 15, 1979. 69 pp. plus 6 appendices (13 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Relief From Import Injury and Unfair Trade Practices (612); Tax Administration: Management Information Used in Measuring Tax Program Effectiveness and in Allocating Resources (2706).
Contact: International Division.
Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Department of the Treasury; International Trade Commission; Department of State.

Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; Congress; *Sen.* John H. Heinz, III; *Sen.* Birch Bayh; *Sen.* Howard M. Metzenbaum; *Sen.* John H. Glenn; *Sen.* Jennings Randolph.

Authority: Trade Act of 1974 (P.L. 93-618). Antidumping Act of 1921 (P.L. 67-10). Renegotiation Amendments Act of 1968 (P.L. 90-634). Revenue Act of 1916. Tariff Act of 1930. 19 U.S.C. 1337(a). 19 U.S.C. 1516(c). 32 Fed. Reg. 12925. 33 Fed. Reg. 14664. 44 Fed. Reg. 2053. 43 Fed. Reg. 49875. 44 Fed. Reg. 11285. 44 Fed. Reg. 7005. S. 2317 (95th Cong.). S. 3127 (95th Cong.). Customs Regulations 153.25. Customs Regulations 153.27. U.S. Constitution, art. I, §8.

Abstract: Dumping is traditionally viewed as the export of goods at prices lower than those the exporter charges to home market buyers. Dumping can be inadvertent or the result of rational business decisions to introduce a new product, test a new market, or reduce surplus or outdated inventories. It can be motivated by predatory intentions to eliminate competition to gain monopoly control. The practice can also be fostered by Government policies aimed at maintaining employment levels, obtaining foreign exchange, or helping to alleviate balance-of-payments deficits. ***Findings/Conclusions:*** The extent to which the Antidumping Act of 1921 has protected U.S. industry from unfair prices of imported merchandise is difficult to specify, and there is no empirical evidence of what actually occurs during the various phases of antidumping investigations. The act was not intended to stop or decrease imports, but to stop unfair pricing discrimination by equalizing domestic prices. Administration of the act is hampered by difficulties in meeting cost-of-production requirements for establishing foreign market values; striving to establish foreign market values on imports from State-controlled or centrally planned economy countries; and making price adjustments where merchandise sold in the home market is different in style, quality, or other features from that exported. From U.S. industry's standpoint, the principal problems with the act are difficulties in obtaining foreign market value information, the time required for the Treasury Department to make sales determinations, and delays in assessing duties after dumping has been established. ***Recommendation To Agencies:*** The International Trade Commission should establish a coding system for specifically identifying and monitoring imported merchandise subject to dumping. It should make wholesale price studies of merchandise subject to antidumping investigations, monitor such merchandise, and determine the effect of antidumping actions on labor and industries. The Secretary of the Treasury should begin reporting annually to the Congress on results of actions to enforce the Antidumping Act and expedite measures to protect against unfairly priced imports. He should modify Customs' procedures concerning dumping duties and instruct the Commissioner of Customs to apply bonding requirements uniformly. The Congress should ammend the Antidumping Act to provide for a 60-day preliminary investigation and hold a final determination in abeyance for no more than 30 days.

108897

U.S. Development Assistance to the Sahel--Progress and Problems. ID-79-9; B-159652. March 29, 1979. 52 pp. plus appendices (6 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Impact of Economic Assistance (603); International Affairs: U.S. Participation in International Organizations (609).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: Agency for International Development; ACTION: Peace Corps; Department of State; United Nations.

Congressional Relevance: *House* Committee on International Relations; *Senate* Committee on Foreign Relations; Congress.

Authority: Foreign Assistance Act of 1973. Disaster Assistance Act of 1974. P.L. 83-480.

Abstract: The Agency for International Development (AID) is participating in a long-term effort to help the peoples of eight Central and West African countries in the Sahel region protect themselves from droughts and other vagaries of nature. Overall programming is promoted by the Club du Sahel, an organization of the Sahel countries, and by major international development institutions. Since 1974, AID has provided $374 million in assistance, of which $135 million was for food assistance. Other donors have committed $3.3 billion. ***Findings/Conclusions:*** The economies of the Sahel countries are among the most underdeveloped in the world. As a result, development in the Sahel depends greatly on such limiting factors as: capacities of the countries to absorb development projects, the countries' abilities to amass domestic resources required for investment and public expenditures, technical problems affecting the implementation of development activities, and the rate at which people are willing to allow development efforts. AID's regional development strategy is outdated, and it has not yet established an effective field organizational arrangement. Basic design system changes are needed to decrease the time between authorization and project implementation. The Public Law 480 program can help the Sahel countries significantly in achieving food self-sufficiency. AID needs to use food assistance more effectively in the long-term development of the Sahel. ***Recommendation To Agencies:*** The Administrator of AID should: emphasize the implementation phase of development assistance, establish procedures to shorten the design and approval process and provide for more timely initiation of development projects, give special consideration to the methods for managing regional development projects and defining the relationships between regional management systems and bilateral country missions, and use food assistance allocated to the Sahel countries more effectively.

108988

Efforts To Improve Management of U.S. Foreign Aid--Changes Made and Changes Needed. ID-79-14; B-133220. March 29, 1979. 65 pp. plus 2 appendices (2 pp.).

Report to John J. Gilligan, Administrator, Agency for International Development; by J. Kenneth Fasick, Director, GAO International Division.

Issue Area: Internal Auditing Systems: Audit Reports Quality and Followup (203); Facilities and Material Management: Operation and Maintenance of Government Facilities in the Most Cost-Effective Manner (713); Facilities and Material Management: Effectiveness of Policies, Procedures and Practices for Identifying/Disposing of Surplus Property (715); Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151); International Affairs: International Financial Programs (155).

Organization Concerned: Agency for International Development; Department of State; Department of Agriculture; Department of the Treasury.

Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Foreign Affairs; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Foreign Operations Subcommittee; *Senate* Committee on Foreign Relations.

Abstract: The Agency for International Development (AID) has improved the management of its worldwide programs, but its efforts should be intensified to assure that the U.S. economic development assistance objectives are effectively achieved. ***Findings/Conclusions:*** AID has improved its process for drawing up and evaluating its annual operating expense budget prior to submission to the Congress. However, the question of proper grade levels for Bureau controllers and the size and makeup of their staffs needs to be resolved. Although AID has taken several steps to improve property management, frequent staff turnovers and vacancies hamper the ability of the missions to comply with the new regulations. The most serious problem is lack of control by management over nonexpendable property. AID is improving internal controls over outstanding travel advances. AID is placing greater emphasis on awarding grants and contracts on a competitive basis and giving more consideration to firms owned by minorities and women. The AID policy to review annually the economic status of countries with significant outstanding loans balances with potential renegotiation for accelerated loan repayment in mind has not been carried out aggressively. Neither has AID developed adequate criteria for identifying countries economically capable of accelerating repayment of outstanding concessional loans. ***Recommendation To Agencies:*** The AID Administrator should: (1) define the role and authority of geographic Bureau Controllers, justify their grade levels, and ascertain their staffing requirements; (2) institute a policy which would apply Washington oversight controls over missions unable to control administration of their missions because of staff turnover, personnel absences, or staff shortages; (3) develop policies and procedures to minimize the negative effect of staff turnover, staff absences, and failure to have knowledgeable personnel at missions at all times; (4) require that established travel regulations are implemented uniformly worldwide; (5) intensify training for project officers in the overseas missions to assure that contract and grant procedures can be properly applied; (6) require close monitoring of the accelerated loan repayment policy; (7) encourage a dialogue relative to seeking early repayment of concessional loans made to European countries by predecessor agencies; (8) require that close monitoring be maintained over efforts made at overseas posts to support full adherence with the Bellmon Amendment provisions; and (9) develop guidelines to help missions determine what constitutes adequate storage facilities for comparison with less-developed countries' actual inventory of storage facilities.

109017

[Section 303 of the Sugar Stabilization Act of 1979]. B-118622. April 2, 1979. 5 pp.

Letter to Sen. Russell B. Long, Chairman, Senate Committee on Finance; Rep. Thomas Stephen Foley, Chairman, House Committee on Agriculture; Rep. Charles A. Vanik, Chairman, House Committee on Ways and Means: Trade Subcommittee; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the Comptroller General.
Congressional Relevance: *House* Committee on Agriculture; *House* Committee on Ways and Means: Trade Subcommittee; *Senate* Committee on Finance; *Rep.* Thomas Stephen Foley; *Rep.* Charles A. Vanik; *Sen.* Russell B. Long.

109033

The Fishery Conservation and Management Act's Impact on Selected Fisheries. CED-79-57; B-177024. April 3, 1979. ***Released*** April 5, 1979. 5 pp. plus 3 appendices (51 pp.).

Report to Rep. John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries; Rep. Paul N. McCloskey, Ranking Minority Member, House Committee on Merchant Marine and Fisheries; Rep. John Breaux, Chairman, House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; Rep. Edwin B. Forsythe, Ranking Minority Member, House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Other Natural Resources (306).
Organization Concerned: Department of Commerce; National Oceanic and Atmospheric Administration; National Oceanic and Atmospheric Administration: National Marine Fisheries Service.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries; *House* Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; *Rep.* Edwin B. Forsythe; *Rep.* John M. Murphy; *Rep.* Paul N. McCloskey; *Rep.* John Breaux.
Authority: Fishery Conservation and Management Act of 1976.
Abstract: Certain problems, such as limited biological and socioeconomic data upon which to base fishery management plans, jurisdictional conflicts, and limited public acceptance, have hindered the effectiveness of the Fishery Conservation and Management Act of 1976. ***Findings/Conclusions:*** Foreign shrimping in the U.S. Gulf waters was negligible before the act, and there have been no foreign vessels shrimping in U.S. Gulf waters since the act was implemented. The only significant displacement of U.S. shrimp fishermen is off the coast of Mexico, which implemented its 200 mile conservation zone before the United States did. Foreign fishermen have only been granted permits to harvest underutilized groundfish species which U.S. fishermen will not harvest. The New England groundfish fishery management plan sets quotas on the amount of cod, haddock, yellowtail flounder domestic fishermen can harvest. The plan's economic effect has been minimal, however, because when the quotas are reached they are increased. In all, the annual quotas have been revised six times since March 1977, negating the conservation measures of the plan. Both employment and investment in the New England groundfish industry have increased. Two issues are involved in the U.S./Canadian negotiations, a boundary dispute and fishery management policies. King crab resources are fully utilized and little potential exists for expanding the king crab industry. Tanner crab offers good potential for future development and expansion, but the dungeness crab fishery is a relatively insignificant commercial fishery.

109081

Reducing Tooth Decay--More Emphasis on Fluoridation Needed. HRD-79-3; B-164031(2). April 13, 1979. 36 pp. plus 5 appendices (16 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Health Programs (1200).
Contact: Human Resources Division.
Budget Function: Health: Health Care Services (551); Health: Health Research and Education (552).
Organization Concerned: Department of Health, Education, and Welfare; Department of Housing and Urban Development; Environmental Protection Agency; National Institutes of Health.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce; *Senate* Committee on Appropriations: Labor and Health, Education, and Welfare Subcommittee; *Senate* Committee on Human Resources; Congress.
Authority: Safe Drinking Water Act. Housing and Community Development Act.
Abstract: A Federal research program on tooth decay prevention was started in 1971, but public officials cannot predict when the

program will achieve a decrease in tooth decay. Tooth decay affects nearly every person in the United States and is a tremendous financial burden to the public and to the State and Federal governments. ***Findings/Conclusions:*** Questionable research expenditures have been made to develop prevention techniques that do not have widespread applicability and to demonstrate methods that were already successfully marketed, such as the $2 million spent to demonstrate school-based mouthrinsing. When these demonstrations were begun, this technique was already known to be effective and had been commercially marketed in 40 States. Relatively little is being done to promote fluoridation, a proven decay prevention technique. Greater emphasis is needed to promote this cost-effective technique for reducing tooth decay. The Safe Drinking Water Act has been misinterpreted in some communities as prohibiting fluoridation. Environmental Protection Agency regulations implementing the act are misleading in that fluoridation's dental health benefits are not prominently stated. The agency has agreed to amend the regulations. ***Recommendation To Congress:*** Congress should amend certain language in the Safe Drinking Water Act which discourages fluoridation and should consider establishing a program to provide financial assistance for communities that wish to fluoridate their water supplies. ***Recommendation To Agencies:*** The Secretary of Health, Education, and Welfare should direct the Director of the National Institutes of Health to develop criteria for undertaking National Caries Program demonstration projects and periodically, at least annually, reassess the potential public benefit of tooth decay prevention techniques being funded by the National Caries Program. The Secretary should require the Assistant Secretary for Health to place greater emphasis on helping State and local public health agencies to promote fluoridation; determine whether the Public Health Service has the authority to provide specific financial assistance to fluoridate water supplies and, if such authority is lacking, request that Congress provide it; and increase efforts to educate the public about the decay prevention benefits of fluoridation and seek out other organizations that can help in these efforts. The Secretary of Housing and Urban Development should instruct regional officials to notify States and communities that the cost of fluoridation equipment can be included in water system improvement grants.

109088

Water Resources and the Nation's Water Supply. CED-79-69; B-114885. April 13, 1979. 63 pp.
Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Water and Water Related Programs (2500).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Water Resources (301).
Organization Concerned: Department of Agriculture; Department of the Army: Corps of Engineers; Department of the Interior; Department of Transportation; Department of Energy; Department of Commerce; Department of Housing and Urban Development; Environmental Protection Agency; Tennessee Valley Authority; Water Resources Council; Office of Management and Budget.
Authority: Water Resources Planning Act of 1965 (P.L. 89-80). Water Supply Act of 1958 (P.L. 85-500).
Abstract: Identification and resolution of existing and emerging water resources problems in the United States requires focusing on those programs and activities concerning water resources planning, management, and development designed to provide adequate water supplies and to meet present and future demands. This study examined: the Federal role in water resource management; the President's water policy actions; water supply and use trends projected from 1975-2000; actual and anticipated water supply problems, including pollution, flooding, and shortages; and the optimal integration of water quality and water supply programs.

109102

Problems in Preventing the Marketing of Raw Meat and Poultry Containing Potentially Harmful Residues. HRD-79-10; B-164031(2). April 17, 1979. 56 pp. plus 6 appendices (31 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Consumer and Worker Protection: Identification of Hazardous Consumer Products (909).
Contact: Human Resources Division.
Budget Function: Health: Prevention and Control of Health Problems (553).
Organization Concerned: Food and Drug Administration; Environmental Protection Agency; Department of Agriculture; Department of Health, Education, and Welfare.
Congressional Relevance: Congress.
Authority: Federal Food, Drug, and Cosmetic Act. Federal Meat Inspection Act. Poultry Products Inspection Act. Federal Insecticide, Fungicide, and Rodenticide Act.
Abstract: Federal efforts to protect consumers from illegal and potentially harmful residues of animal drugs, pesticides, and environmental contaminants in raw meat and poultry have not been effective. It is estimated that 14 percent by dressed weight of the meat and poultry sampled by the Department of Agriculture (USDA) between 1974 and 1976 contained illegal substances. Residues of many of these substances have been found in raw meat and poultry, often at levels exceeding established tolerances. The Food and Drug Administration (FDA), Environmental Protection Agency (EPA), and USDA share responsibility for making sure that only safe levels of drugs, pesticides, and environmental contaminants are present in raw meat and poultry. ***Findings/Conclusions:*** Efforts by the three agencies to protect consumers from illegal and potentially harmful residues have not been effective. The extent to which the public is exposed to illegal residues has not been accurately estimated. Meat and poultry from violative animals is generally marketed before violation is discovered and cannot be recalled. Actions taken to prevent future shipments of residue-contaminated meat and poultry have been inadequate. ***Recommendation To Congress:*** Congress should amend: the Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize DOA to quarantine animals from a violative grower and require growers to place an identification tag on animals before they are marketed; the Federal Food, Drug, and Cosmetic Act to make misuse of an animal drug illegal and to authorize the use of civil penalties for residue violations; and the Federal Insecticide, Fungicide, and Rodenticide Act to better enable the EPA to identify the possible misuse of pesticides. ***Recommendation To Agencies:*** The Secretaries of Agriculture and of Health, Education, and Welfare and the Administrator of EPA should improve their programs for preventing the marketing of raw meat and poultry containing illegal residues.

109104

[Protest Alleging Awardee of Set-Aside Contract Is Not a Small Business]. B-194017. April 16, 1979. 4 pp.
Decision re: Jets, Inc.; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: Procurement Law I.
Organization Concerned: Department of the Air Force: Chanute AFB, IL; Jets, Inc.
Authority: 54 Comp. Gen. 184. B-180554 (1974). B-184294 (1975). B-191279 (1978). D.A.R. 10-201.2.
Abstract: A company protested award of a contract under a small business set-aside solicitation by the Air Force for full food services at an Air Force Base. Protester contended that, since awardee's

chairman of the board owned controlling interest in a bank, his controlled affiliate was not a small business. Protester also contended that if awardee's chairman of the board had sold the bank stock, as claimed, then awardee's Affadavit of Individual Surety was inaccurate, and lacked the necessary signature of a certifying officer of the bank. It followed, then, that the required bid bond was invalid and the awardee's bid was nonresponsive. Determination of small business size and status for procurement purposes is under the exclusive authority of the Small Business Administration, and GAO will not review such questions. Improper completion of the Affadavit of Individual Surety was a matter of responsibility, not responsiveness, which could be corrected prior to award of the contract. The protest was denied.

109127

Health Effects of Exposure to Herbicide Orange in South Vietnam Should Be Resolved. CED-79-22; B-159451. April 6, 1979. 28 pp. plus 5 appendices (10 pp.). *Report* to Rep. Bennett Stewart; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: International Security Through Controls (607); Health Programs: Quality Care and its Assurance (1213); Environmental Protection Programs: Harmful Effects From Exposure to Toxic Pollutants--Reducing Risks to Humans and the Environment (2211).

Contact: Community and Economic Development Division.

Budget Function: National Defense: Defense-Related Activities (054); Natural Resources and Environment: Pollution Control and Abatement (304); Veterans Benefits and Services: Hospital and Medical Care for Veterans (703).

Organization Concerned: Department of Defense; Veterans Administration; Environmental Protection Agency; National Academy of Sciences; Office of Management and Budget.

Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Government Operations; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Defense Subcommittee; *Senate* Committee on Governmental Affairs; *Rep.* Bennett Stewart.

Abstract: The Department of Defense carried out military herbicide operations in South Vietnam from 1962 to 1971. Herbicide Orange, the most widely used herbicide, contains a contaminant, TCDD (dioxin), that is highly toxic. Its effects on laboratory test animals have been studied; however, long-term health effects on humans remain largely unknown. In late 1977, Veterans Administration (VA) regional offices began receiving compensation claims from veterans who felt that some of their medical problems were caused by exposure to herbicides in Vietnam. Vietnam veterans also began contacting VA health care facilities, expressing concerns over possible herbicide exposure. By September 1978, about 600 veterans had been examined at VA health care facilities and about 450 had submitted claims to regional offices. ***Findings/Conclusions:*** The VA has been hampered by the lack of information on long-term health effects of herbicides, and VA has established an interagency advisory group to assist in evaluating the medical aspects of herbicide exposure. Since there are no specific records on herbicide exposure, VA is having difficulty identifying veterans who were exposed to herbicides. Defense officials believe that those most likely to have been exposed were herbicide handlers and aircraft crews flying herbicide missions. VA health care facilities have been instructed to examine any veteran concerned about herbicide exposure, and VA regional offices have been instructed to evaluate herbicide-related claims. Not all veterans submitting claims to regional offices are being referred to VA health care facilities for examination, however, and VA regional offices have not been instructed to obtain information from military records concerning the likelihood of an individual veteran's exposure to herbicides. ***Recommendation To Agencies:*** The Department of Defense, with the assistance and guidance of an appropriate interagency group, should conduct a survey of any long-term medical effects on military personnel who were likely to have been exposed to herbicides in South Vietnam. The Secretary should also provide guidance to ensure that Air Force, Army, and Navy medical facilities are uniformly monitoring and evaluating possible herbicide-related concerns of personnel who served in Vietnam. Information developed through Defense medical facilities should be coordinated with the VA. The Administrator of Veterans Affairs should provide guidance to ensure that in evaluating herbicide-related claims, regional offices obtain all information from military records pertaining to a veteran's possible exposure to herbicides in Vietnam. All veterans submitting such claims to regional offices should be encouraged to contact VA health care facilities.

109128

Audit of the United States Senate Restaurants Revolving Fund October 2, 1977, to September 30, 1978. GGD-79-31; B-114871. April 19, 1979. 6 pp. plus 4 enclosures (4 pp.).
Report to George M. White, Architect of the Capitol; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: General Government Division.

Budget Function: General Government: Legislative Functions (0801).

Organization Concerned: Architect of the Capitol; Senate: Restaurants.

Congressional Relevance: Congress.

Authority: Legislative Branch Appropriation Act, 1972 (P.L. 92-51). 40 U.S.C. 174j-5.

Abstract: The Senate Restaurants Revolving Fund was audited. The Senate Restaurants are operated primarily for Senators and employees of the United States Senate. The Architect of the Capitol, under the direction of the Senate Committee on Rules and Administration, is responsible for managing the restaurants. ***Findings/Conclusions:*** Senate Restaurants operation for the period ended September 30, 1978, resulted in a net operating profit of $17,454, compared with a net operating loss for the prior period ended October 1, 1977, of $89,049. The turnaround in operation results can be attributed primarily to a price increase granted in November 1977. The loss on sitdown food and beverage operations in the Capitol and Senators' dining room increased but was offset by reduced losses on cafeteria food operations and higher profits on fast food and cigar stand operations. Contractors perform all of the services on the vending machine operation. The vending machine operations showed that the restaurants received commissions of $33,049 from contracted operations, but the in-house operation lost $3,748. During this year's audit, the restaurants' management stated that in October 1978, the Senate Restaurants had discontinued the in-house operation and contracted the operations. The financial statements do not include the cost of equipment and furnishings acquired with funds appropriated to the Architect of the Capitol for the cost of certain benefits and services.

109130

Audit of the House of Representatives Restaurant Revolving Fund October 9, 1977, to October 7, 1978. GGD-79-32; B-114891. April 19, 1979. 5 pp. plus 5 enclosures (5 pp.).
Report to Rep. Frank Thompson, Jr., Chairman, House Committee on House Administration; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: General Government Division.

Budget Function: General Government: Legislative Functions (801).
Organization Concerned: House of Representatives: Restaurant; Architect of the Capitol.
Congressional Relevance: *House* Committee on House Administration; *Rep.* Frank Thompson, Jr.
Authority: P.L. 92-51. H. Res. 317 (92d Cong.).
Abstract: Food services under the House Restaurant authority include cafeterias, dining rooms, carryouts, tobacco and candy stands, a catering service, and a bakery, located in the Capitol and in various House office buildings. During fiscal year 1978, these facilities served nearly 3 million patrons; sales receipts were deposited in the U.S. Treasury and credited to the House Restaurant Revolving Fund. GAO audits the records of House Restaurant activities annually and has presented a financial statement for fiscal year 1978 operations in this report, along with comparison figures for fiscal year 1977.

109165

Long-Term Cost Implications of Farmers Home Administration Subsidized and Guaranteed Loan Program. PAD-79-15; B-114873. February 4, 1979. 55 pp. plus 2 appendices (8 pp.).
Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development (2100); Program and Budget Information for Congressional Use (3400).
Contact: Program Analysis Division.
Budget Function: Agriculture: Farm Income Stabilization (351); Commerce and Housing Credit (370); Community and Regional Development (450).
Organization Concerned: Farmers Home Administration; Department of Agriculture; Small Business Administration; Farm Credit Administration; Federal Home Loan Bank Board; Department of Housing and Urban Development; Economic Development Administration.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Sen.* Thomas F. Eagleton.
Authority: Agricultural Credit Act of 1978 (P.L. 95-334). Consolidated Farmers Home Administration Act (P.L. 87-128). Farmers Home Administration Act of 1946 (P.L. 79-731). Federal Financing Bank Act of 1973 (P.L. 93-224). Housing Act of 1949 (P.L. 81-171). Rural Development Act of 1972 (P.L. 92-419).
Abstract: Cost implications of subsidized and guaranteed loans made by the Farmers Home Administration were reviewed and a methodology for long-term cost projections was developed by selecting the major lending programs in the agency and identifying the cost components for each. ***Findings/Conclusions:*** In fiscal year 1979, the authorization request exceeded $7 billion, but the agency did not identify the future financial obligations for each loan program or for all programs. Some programs have a higher default loss rate, and some use proportionally more agency-provided financial advice than others. Loan program costs were estimated by identifying the incremental costs that would be incurred with the addition of a reasonable increase in funding. ***Recommendation To Congress:*** The subcommittee concerned should specify that the agency's program authorization and appropriation request include long-term cost projections, and indicate a program funding level below which projections would not be required. ***Recommendation To Agencies:*** The Secretary of Agriculture should ensure that: long-term cost projections are developed for major Farmers Home Administration programs and are incorporated in the request for authorization and appropriation; each cost projection includes analyses of costs for the requested authorization level and costs for an increase; information requirements of a cost projection system are identified and provisions are made for collecting and analyzing the required data; and program managers in the business and industrial development loan program review the rural lending experience of the Economic Development Administration to improve their estimates of loan viability and default losses.

109166

[Operations of the National Cancer Institute's Carcinogenesis Programs]. HRD-79-51; B-164031(2). March 30, 1979. ***Released*** April 23, 1979. 10 pp. plus 5 enclosures 41 pp.). *Report* to Rep. Henry A. Waxman; by Phillip A. Bernstein (for Gregory J. Ahart, Director), GAO Human Resources Division.

Issue Area: Consumer and Worker Protection: Identification of Hazardous Consumer Products (909); Health Programs: Health Research Keeping Pace With the Changes in Disease Patterns (1219).
Contact: Human Resources Division.
Budget Function: Health: Health Research and Education (552); Health: Prevention and Control of Health Problems (553).
Organization Concerned: Food and Drug Administration; Department of Health, Education, and Welfare; National Institutes of Health: National Cancer Institute; Tracor-Jitco, Inc., Rockville, MD; Litton Industries, Inc.: Litton Laboratories; Hazelton Laboratories of America; Gulf South Research Institute.
Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Government Operations; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Labor and Health, Education, and Welfare Subcommittee; *Senate* Committee on Governmental Affairs; *Rep.* Henry A. Waxman.
Authority: Government Employees Training Act (5 U.S.C. 41). National Cancer Act of 1971 (42 U.S.C. 282).
Abstract: The carcinogenesis program of the National Cancer Institute (NCI) is divided into two separate activities: the carcinogenesis testing program and the carcinogenesis research program. In a review which focused primarily on the carcinogenesis testing program, GAO addressed program operations involving: funding; personnel shortages; the extent and causes of the backlog in the review and completion of bioassay reports; the efficiency of and need for improvements in contract management activities and the adequacy of quality controls over bioassay work; and the structure of the program and the emphasis on environmental carcinogens. ***Findings/Conclusions:*** NCI has had great difficulty in recruiting scientists for its carcinogenesis testing program because of the shortage of qualified individuals, unattractive employment conditions, and because NCI has taken little initiative to develop the specialists it needs. The bioassay backlog occurred because NCI did not require the preparation of bioassay reports until 1976 and limited staff has been devoted to the project. At least 223 backlog bioassays have not been reported to Congress. NCI has not adequately monitored Tracor-Jitco's performance in managing bioassay testing activities. As a result, NCI was not aware of the laboratory conditions of subcontractors and did not have important information to use in determining the amount of the award fee to be paid to Tracor-Jitco. ***Recommendation To Agencies:*** The Secretary of the Department of Health, Education, and Welfare (HEW) should require the Director of NCI to: (1) determine the total number of bioassays completed before July 15, 1976, for which results have not been reported by NCI and submit a plan for bringing this situation to a conclusion; (2) more closely monitor the performance of Tracor-Jitco, Inc., by making more frequent site visits to the subcontractors' laboratories and by verifying that Tracor-Jitco has required the laboratories to correct deficiencies found during inspections; and (3) use the information from site visits made by

NCI and inspections of the laboratories as part of the basis for determining the amount of the award fee.

109192

[General Accounting Office Reviews of Department of Agriculture Activities]. April 25, 1979. 20 pp. plus 1 appendix (3 pp.).
Testimony before the Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee.
Authority: Soil and Water Resources Conservation Act of 1977. Clean Water Act of 1977.
Abstract: The Department of Agriculture (USDA) engages in a variety of food and conservation programs. Domestic food assistance programs, which make up the bulk of Agriculture's budget, include the special supplemental food program for women, infants, and children; the summer food service program; and the food stamp program. There are a variety of benefit gaps and overlaps and administrative inconsistencies in the 13 major domestic food assistance programs. Conservation programs administered by USDA include the water bank program, activities under the Soil and Water Resources Conservation Act, erosion control programs, and the nonpoint source pollution control program. Although progress has been made in collocating field offices at the local level, there is substantial potential for additional collocation. Review of Agricultural Stabilization and Conservation Service management activities showed that the Service's work measurement and workload forecasting systems cannot yet be relied on for reliable projections of personnel needs. Too many agencies are involved in the management of international food assistance programs. The Farmers Home Administration should develop cost projections for subsidized and guaranteed loan programs and should incorporate them into its budget requests. The feasibility and utility of developing a mission budgeting structure in a step-by-step way that would retain the information and visibility now provided by the current appropriation account structure is being explored by GAO.

109200

Examination of Financial Statements of the Veterans Canteen Service for Fiscal Year 1978. HRD-79-70; B-114818. April 25, 1979. 7 pp. plus 1 attachment (6 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting (2800); Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).
Contact: Human Resources Division.
Budget Function: Veterans Benefits and Services: Other Veterans Benefits and Services (705).
Organization Concerned: Veterans Administration: Veterans Canteen Service.
Congressional Relevance: Congress.
Authority: (P.L. 79-636; 38 U.S.C. 4201 et seq.). 38 U.S.C. 4204. 38 U.S.C. 4207.
Abstract: In an audit made of the Veterans Canteen Service of the Veterans Administration (VA) for 1978, GAO found the financial statements represented fairly the financial position of the Canteen Service. During fiscal year 1978, the Service operated canteens at each VA medical center and domiciliary located in the United States and Puerto Rico. Services were available to a daily average of about 81,700 veterans in VA medical centers and domiciliaries and about 52,500 outpatients. Sales totaled $119.6 million and food and beverage vending machine revenue totaled $2.3 million. Net operating income was $4.3 million, an increase of 104 percent over the previous year. Because of its mission, the Service establishes prices as low as or lower than community prices and, to the extent possible, maintains uniform prices. This can lead to losses at smaller canteens. In fiscal year 1978, 52 canteens operated at net losses totaling $514,835. No canteens were closed during the year and no new canteens were opened.

109206

Changes Needed in Operating Military Clubs and Alcohol Package Stores: Volume I. FPCD-79-9; B-148581. January 15, 1979. ***Released*** April 27, 1979. 49 pp. plus 6 appendices (35 pp.).
Report to Rep. Dan Daniel, Chairman, Nonappropriated Fund Panel, House Committee on Armed Services: Investigations Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation: Morale, Welfare, and Recreation Activities (312).
Contact: Federal Personnel and Compensation Division.
Budget Function: National Defense: Defense-Related Activities (054); National Defense: Military Pay (060).
Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy.
Congressional Relevance: *House* Committee on Armed Services: Investigations Subcommittee; *Rep.* Dan Daniel.
Abstract: The Department of Defense (DOD) believes the military club system and related alcohol package store operations are vitally important to the morale of servicemen. However, the system is having considerable financial difficulties. GAO studied the operation and management of military service clubs and related alcoholic beverge store operations. ***Findings/Conclusions:*** Military clubs generally consist of separate physical facilities for officers, noncommissioned officers, and enlisted personnel with a consolidated alcohol beverage package store to serve all personnel. These entities constitute a major business enterprise with gross sales revenues in the millions. Package store operations are profitable. However, reliance on package store profits not only serves as a disincentive to effective and efficient management but is also inconsistent with congressional intent that these profits benefit all personnel. Clubs are also dependent on appropriated fund support. Military personnel costs constitute a major portion of appropriated fund support which is inconsistent with the DOD policy that civilians be employed in morale, welfare, and recreational activites to the extent practicable. Some of the problems within the club system can be corrected through effective and innovative management. The current decentralized management approach provides installation commanders with almost ultimate unlimited flexibility in club operations and their actions are not always in the best interest of the clubs. ***Recommendation To Agencies:*** The Secretary of Defense should: (1) stengthen management of the system by transferring responsibility for club operations from installation commanders to a strong central management authority; (2) direct that profits from package store operations be used primarily to support essential morale, welfare, and recreation activities benefiting all base personnel; (3) direct that package store and club operations be separated as they have been by the Army and the Air Force in Europe to provide a clearer picture of club operations and package store distributions; (4) direct that dependence on appropriated fund support to clubs be reduced and that the services civilianize club operations to the maximum extent practicable using appropriated funds; and (5) direct the military services to seriously consider consolidating club services when all attempts at achieving self-sufficiency have proven unsuccessful.

109231

Desalting Water Probably Will Not Solve the Nation's Water Problems, But Can Help. CED-79-60; B-114885. May 1, 1979. 18 pp. plus

appendices (4 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Science and Technology (2000); Water and Water Related Programs: Effectiveness of Existing Plans, Policies, and Programs for Water Resources Problems (2503).
Contact: Community and Economic Development Division.
Budget Function: General Science, Space, and Technology: General Science and Basic Research (251); Natural Resources and Environment: Water Resources (301).
Organization Concerned: Office of Water Research and Technology; Department of the Interior.
Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Senate* Committee on Environment and Public Works; Congress.
Authority: Water Research and Development Act of 1978 (P.L. 95-467).
Abstract: As the availability of freshwater for municipal and industrial purposes becomes more of a problem, many countries are beginning to consider various desalinization processes. Congress established the Saline Water Conversion Program to research and develop ways to convert sea and other saline water into useful water. Although the program is responsible for much of the desalting technology in use in the world today, a practical, low-cost desalting method has not been achieved. ***Findings/Conclusions:*** While continuing to try to reduce desalinization costs, the United States is working with other countries to improve desalinization technology. The Saline Water Conversion Program has suffered from a lack of consistent management focus. ***Recommendation To Agencies:*** The Secretary of the Interior should: present to the Congress a. comprehensive, well-defined, goal-oriented Saline Water Conversion Program plan which clearly identifies program goals, plans for achieving the goals, and an assessment of the resources required; and assure, to the extent that funds are made available, that the plan is effectively implemented and evaluated so that program objectives will be achieved.

109237
[Improving Development Coordination]. May 1, 1979. 20 pp.
Testimony before the Senate Committee on Governmental Affairs; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Department of the Treasury; Agency for International Development; Overseas Private Investment Corp.; Department of State; Development Coordination Committee.
Congressional Relevance: *Senate* Committee on Governmental Affairs; *Sen.* Abraham A. Ribicoff.
Abstract: After considering the Administration's proposal for the creation of an International Development Cooperation Administration (IDCA), it was concluded that a stronger reorganization proposal is needed. Four areas were addressed: key changes in the past decade that affect the character of the problem of coordinating policies and programs bearing upon the development of developing countries; deficiencies in the present system of coordination centered on the Development Coordination Committee; the adequacy of the IDCA proposal for dealing with deficiencies in present arrangements; and some recommendations for change that could strengthen the prospects for the success of IDCA. The issue of who should manage U.S. participation in the multilateral development banks has been at the center of the debate over reorganization. The coordination of multilateral bank and bilateral programs presents major coordination questions. It is recommended that the U.S. Deputy Executive Director of each of the multilateral banks should be made an IDCA representative. The IDCA Director should control a large foreign aid contingency fund in order to be able to respond to international political needs for foreign aid without subordinating development goals to foreign policy requirements. Effective coordination will require more staff, and it is suggested that the personnel ceiling be lifted.

109259
[Amount of Appropriated Funds]. B-194362. May 1, 1979. 3 pp.
Decision re: Elderly Feeding Program; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Agriculture.
Authority: Older Americans Act of 1965 (42 U.S.C. 3030a). Agriculture and Related Programs Appropriation Act (P.L. 95-97; 91 Stat. 810). (P.L. 95-482; 92 Stat. 1603). B-115398.33 (1979). B-152554 (1974). B-164031 (1) (1972). B-152554 (1963). 7 U.S.C. 612c.
Abstract: The Secretary of the Department of Agriculture (USDA) requested an opinion concerning the amount of funds appropriated to USDA for the Elderly Feeding Program. The Secretary believed that the Joint Resolution making continuing appropriations for the fiscal year 1979 appropriated sufficient funds to enable USDA to provide commodities or cash for 148 million meals at the rate per meal mandated by the Older Americans Act of 1965. It was the opinion of GAO, however, that the continuing resolution appropriated only the total amount of funds that were available for obligation for the Elderly Feeding Program in fiscal year 1978. GAO interprets the term "current rate" when used in continuing resolutions as referring to a sum of money rather than a program level. Thus, a continuing resolution which contains the words "at a rate for operations not in excess of the current rate" means that only the amount of funds are required to be available for obligation in the current fiscal year that were available for obligation in the previous fiscal year. Since there were no supplemental appropriations for the program during fiscal year 1978, the 1979 continuing resolution again appropriated a total of $30 million for the USDA portion of the Elderly Feeding Program.

109264
Colocating Agriculture Field Offices--More Can Be Done. CED-79-74; B-114824. April 25, 1979. 32 pp. plus 1 appendix (4 pp.).
Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation (300); Facilities and Material Management (700); Food (1700); Land Use Planning and Control (2300).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture; General Services Administration.
Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Thomas F. Eagleton.
Authority: Rural Development Act of 1972 (7 U.S.C. 2204a). 5 U.S.C. 2105.
Abstract: Since 1962, the Department of Agriculture (USDA) has had a colocation program providing that its agencies' field offices in the same community be located together in the same building. ***Findings/Conclusions:*** Although progress has been made, there is substantial potential for additional colocation of USDA field offices. USDA could improve service delivery to program recipients and increase efficiencies from resource sharing by giving more consideration to local conditions when making decisions to colocate

or relocate field offices. USDA could better achieve its colocation and program objectives if it resolved its conflicts with the General Services Administration (GSA) over the location of field offices. ***Recommendation To Congress:*** In deciding on legislation proposed by USDA designed to increase USDA leasing authority, Congress should review the actions taken or proposed by the Secretary, USDA, to: (1) delineate rural areas that need development; (2) insure that field offices will be located in the delineated areas to achieve rural development objectives and program missions; and (3) give first consideration to using federally controlled space that is available and suitable. ***Recommendation To Agencies:*** The Secretary, USDA, should: (1) direct the National Administrative Committee to evaluate all pertinent local conditions to help in deciding whether a change in field office location would benefit the program recipients and help achieve program objectives; (2) require that the Property Management Information System be expanded to include additional information; (3) report to the Congress on the progress made in colocating field offices and in interchanging personnel and other resources; and (4) take actions to reduce conflicts with GSA. The Administrator of General Services should: (1) approve USDA proposals to locate field offices in the outskirts of cities and towns when those proposals are supportable; and (2) enter into long-term leases for the colocation of field offices when USDA adequately demonstrates that a long-term lease is warranted.

109267

Colorado River Basin Water Problems: How To Reduce Their Impact. CED-79-11; B-133053. May 4, 1979. 55 pp. plus 15 appendices (62 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Effectiveness of Existing Plans, Policies, and Programs for Water Resources Problems (2503).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Water Resources (0301).

Organization Concerned: Bureau of Reclamation; Environmental Protection Agency; Department of the Army: Corps of Engineers.

Congressional Relevance: Congress.

Authority: Boulder Canyon Project Act (43 U.S.C. 617). Clean Water Act of 1977 (P.L. 95-217). Colorado River Basin Project Act (P.L. 90-537; 82 Stat. 885; 43 U.S.C. 1501). Colorado River Basin Salinity Control Act (P.L. 93-320; 43 U.S.C. 1571). Colorado River Compact Act. Colorado River Storage Project Act (43 U.S.C. 620). Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500; 33 U.S.C 1251). Upper Colorado River Basin Compact. Arizona v. California, 373 U.S. 546 (1963). Arizona v. California, 376 U.S. 340 (1964).

Abstract: Unless Federal, State, and local governments begin to work together, the Colorado River Basin, an area embracing parts of seven Southwestern States, will not be able to cope with a probable water shortage soon after the year 2000. ***Findings/Conclusions:*** Considerable disagreement exists among concerned officials, engineers, and researchers about future annual river flows, while questions on the severity and timing of the water shortage remain unanswered. Most plans and programs of the Bureau of Reclamation appear to be based on optimistic estimates of the annual water supply. Programs for water salvage and augmentation have been canceled or have had limited success due to environmental consideration, while many conservation programs are failing because of legal and economic constraints. Indian and Federal reserved water rights have not been quantified or settled satisfactorily. Procedures for operating basin reservoirs during a shortage are incomplete because the basin States cannot agree on the approach to be taken or the necessity for agreement at this time. Long-term solutions that consider all alternatives will be impossible if the basin water managers wait until a shortage occurs. Much uncertainty exists about the effectiveness and efficiency of the basin's salinity control program. Due to a lack of preevaluation, the current project-by-project approach has led to water development which has greatly increased salinity. ***Recommendation To Congress:*** Congress should establish a task force made up of the principal State and Federal executive agencies in the basin and water user representatives to study the problems and barriers involved in forming a central planning authority and to recommend the appropriate form of management and decisionmaking structure for the basin and the rules and regulations under which it will operate. Federal funding for construction of the upstream salinity control projects and the Yuma Desalting Complex should be deferred temporarily until the Bureau has considered other viable and/or less costly alternatives, balancing water resource development with salinity control to produce an effective and efficient basinwide program. The intent of legislation concerning the national obligation for drainage water replacement should be clarified. ***Recommendation To Agencies:*** The Secretary of the Interior should direct the Bureau to develop: a series of water management plans, coordinated with all the basin's water managers, which reflect various supply estimates and present a number of alternative actions; and a comprehensive plan specifying the conservation, water salvage, and augmentation techniques that will be used to prevent or minimize the effects of shortages, identifying and suggesting solutions for factors that will interfere with plan implementation. The Secretary should amend reservoir operating criteria by stating the conditions under which he will declare a water supply shortage, the amounts to be released during a shortage, the storage levels to be maintained in low-flow years, and the amount of water each subbasin must provide for the Mexican water treaty commitment.

109280

Ways To Resolve Critical Water Resources Issues Facing the Nation. CED-79-87; B-114885. April 27, 1979. ***Released*** May 8, 1979. 41 pp. plus 2 appendices (3 pp.).

Report to Sen. Pete V. Domenici, Ranking Minority Member, Senate Committee on Environment and Public Works: Water Resources Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs (2500).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Water Resources (301).

Organization Concerned: Department of the Army: Corps of Engineers; Bureau of Reclamation; Office of Management and Budget; Council on Environmental Quality; Water Resources Council; Environmental Protection Agency.

Congressional Relevance: *Senate* Committee on Environment and Public Works: Water Resources Subcommittee; *Sen.* Pete V. Domenici.

Authority: Water Supply Act of 1958 (P.L. 85-500). Water Resources Planning Act (P.L. 89-80). Federal Water Pollution Control Act Amendments of 1972. Coastal Zone Management Act of 1972. Safe Drinking Water Act. Clean Water Act of 1977. Executive Order 12113. P.L. 95-46. B-125045 (1972). H.R. 10004 (95th Cong.). H.R. 8060 (95th Cong.).

Abstract: Unresolved issues in the control of water resources are discussed, and some alternative solutions are suggested. The Corps of Engineers takes about 26 years from initial authorization to the start of construction for flood control projects. To improve this situation, GAO identified alternatives that would hasten construction but would lessen Congressional controls, thereby giving more authority and responsibility to the Corps. The procedures for calculating benefit/cost ratios used in evaluating water resources projects are not sufficiently objective and impartial. To make the benefit/cost analysis more reliable, the following alternatives are suggested: establishing an independent review function in either the Water Resources Council or the Office of Management and Budget, establishing a new independent review board in either the executive or legislative branches, or creating a new independent agency for benefit/cost analysis. Problems occur in many areas because ground water is used from an aquifer faster than the water in the aquifer is being replenished. Many dam owners lack the money, willingness, or understanding to take remedial action recommended by the Corps. Reclamation law objectives of breaking up large private landholdings, spreading the benefits of the subsidized irrigation program to the maximum number of people, and promoting the family-size farm are not being achieved. Questions exist concerning the practicality of limiting the use of water from Bureau projects to a landowner's 160 acres of irrigable land. It has been suggested that State and local control over water resources projects should be increased after national water policy and priorities are established.

109344

[Method of Determining Whether States Have Contributed 40 Percent of the Total Expenditures for Brucellosis Eradication Program]. B-193812. May 10, 1979. 5 pp.
Decision re: State Matching Requirement; by Robert F. Keller, Deputy Comptroller General.

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Department of Agriculture.
Authority: (P.L. 95-448; 92 Stat. 1073). (P.L. 95-97; 91 Stat. 810). H. Rept. 95-1290. Udall v. Tallman, 380 U.S. 1 (1965). 21 U.S.C. 114a.
Abstract: The Secretary of the Department of Agriculture (USDA) requested a decision concerning the wording of the 1979 appropriation act. The Secretary believed the act allowed a change in the method used to determine the percentage of funds required for matching by the States. Since 1967, USDA has interpreted the annual appropriation provision requiring minimum matching "by any State" of at least 40 percent to mean the accumulation of all contributions by a State since 1963 in determining whether the matching requirement for the brucellosis program has been met. For 1979, the provision was changed to require matching "by the States" on a 60/40 basis. USDA believed that this change authorized aggregation of all State contributions since 1963 rather than on a State-by-State basis. GAO disagreed because legislative intent does not support this interpretation by USDA. GAO will not object to an aggregation of all State contributions for the fiscal year in question, however, for the following reasons: the provision applies to only one fiscal year, many States have contributed in past years over and above the required matching share, and the Federal Government will not be obliged to assume more than its share of the cost of the program. Nevertheless, it was suggested that USDA should seek Congressional clarification of the scope of the matching requirement for application in future years.

109355

More Can Be Done To Identify and Help Communities Adjust to Economic Problems Caused by Increased Imports. CED-79-42; B-152183. May 15, 1979. 47 pp. plus 6 appendices (23 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development: Economic Development in Rural Areas (2103); Federally Sponsored or Assisted Employment and Training Programs: Trade Act of 1974 (3208).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Community Development (451).
Organization Concerned: Department of Commerce; Department of Labor; Economic Development Administration.
Congressional Relevance: *House* Committee on Ways and Means; *Senate* Committee on Finance; *Senate* Committee on Governmental Affairs: Permanent Subcommittee on Investigations; *Senate* Committee on Appropriations: State, Justice, Commerce, The Judiciary Subcommittee; Congress.
Authority: Trade Act of 1974 (P.L. 93-618; 19 U.S.C. 2101). Public Works and Economic Development Act of 1965 (42 U.S.C. 3121). Trade Expansion Act of 1962 (P.L. 87-794). 4 C.F.R. 315.98. H.R. 1953 (96th Cong.). S. 227 (96th Cong.).
Abstract: An attempt was made to assess the impact of imports on local economies and to determine whether public officials and business representatives were aware of community benefits provided under the Trade Act. The Economic Development Administration (EDA) of the Department of Commerce is responsible for administering adjustment assistance to communities and business firms. Under the Trade Act, communities injured by imports are entitled to a wide range of financial assistance provided under the Public Works and Economic Development Act; however, communities must apply for this assistance. ***Findings/Conclusions:*** The EDA has not set up a separate program to assist communities that have been injured by imports; therefore, these communities have had to compete with communities having economic problems attributable to other factors, such as natural disasters or closed military installations. The Trade Act also mandated that a trade monitoring system be established to identify communities whose economies are vulnerable to import injury. Limitations in data comparability have hindered the establishment of an effective system. Problems include: differences in classifications between imported and domestically produced products, and insufficient detail in reporting and delays in publishing domestic employment and production statistics. There are also insufficient funds to maintain and refine the system. ***Recommendation To Congress:*** The Congress should reaffirm its position that communities injured by imports are to receive special attention and should specify whether the Department of Commerce should take the actions recommended by GAO. The Congress should also amend the certification and benefit delivery provisions of the Trade Act of 1974 by specifying that adjustment assistance be provided through provisions of the Public Works and Economic Development Act of 1965. In place of the certification criteria, the Congress should specify that adjustment assistance be provided to communities based on a systematic assessment of their relative needs and their ability to adjust to their individual dislocation problems. ***Recommendation To Agencies:*** To assist the Congress in assessing what changes may be desirable in the program, the Secretary of Commerce should direct the Assistant Secretary of EDA to: develop information on the magnitude of the problem by identifying communities injured by imports and indicating the nature and extent of the injury; and present recommendations to the Department on how assistance levels to trade-impacted communities should be established and the specific funding needed for this purpose.

109452

[Improving Development Coordination]. May 21, 1979. 9 pp.
Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Development Coordination Committee; Agency for International Development.
Congressional Relevance: *House* Committee on Government Operations: Legislation and National Security Subcommittee.

Abstract: A broad study was conducted on the coordination of U.S. foreign assistance and other polices affecting economic development. Some preliminary conclusions have been reached which are relevant to consideration of the administration's proposal for creation of an International Development Cooperation Administration (IDCA). The development coordination function is unquestionably essential, but without a stronger organization proposal the objective sought cannot be achieved. A major purpose of the plan is to separate the coordination function from AID to establish IDCA as an "honest broker." But, unless there is a transfer of major responsibility for U.S. participation in the multilateral banks to IDCA, it will remain essentially a bilateral aid agency. The plan promises only marginal changes in the power and influence of the development coordinator. The failure of the plan to give the development coordinator significant new authority over U.S. participation in the multilateral banks is its central weakness. One of the most promising potential features of the IDCA proposal is that, unlike the foreign assistance legislation of 1973 which created the Development Coordination Committee, it appears to rely less upon committee to achieve coordination and much more upon the IDCA Director and a knowledgeable staff. There are serious misgivings about the reorganization plan as presented by Congress. A successful effort to strengthen the role of IDCA would go far towards improving the plan.

109514

[Review of the National Recipient System]. HRD-79-88; B-164031(4). May 29, 1979. 12 pp.

Report to Joseph A. Califano, Jr., Secretary, Department of Health, Education, and Welfare; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Income Security Programs (1300).
Contact: Human Resources Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Social Security Administration; Department of Health, Education, and Welfare.
Congressional Relevance: *House* Committee on Government Operations; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Labor and Health, Education, and Welfare Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Governmental Affairs: Permanent Subcommittee on Investigations.
Abstract: The Department of Health, Education, and Welfare (HEW) has proposed implementing a computerized National Recipient System (NRS) to help States reduce fraud, abuse, and error in the Aid to Families with Dependent Children (AFDC) program. NRS will match applicant/recipient identification data supplied by the States with records from other sources to identify overpaid or ineligible program participants. Total estimated Federal and State systems costs for the first 5 fiscal years of NRS implementation and operations are about $38 million. This will cover only the costs of implementation, technical assistance, and operation and maintenance. No estimates have been made of the followup investigative costs associated with using the system. ***Findings/Conclusions:*** There is a need for further study before a decision is made to implement the system. The question is raised as to whether there is a need for a new system to perform functions which may be performed by existing systems. Before the system is implemented, an expanded initial evaluation, more user input, and a reconsideration of the NRS data searching technique are needed. ***Recommendation To Agencies:*** The Commissioner of the Social Security Administration (SSA) should be directed by the Secretary of HEW to assess the need for NRS to perform a nationwide search of AFDC rolls to detect duplicate payments rather than State-initiated matches with neighboring States using the Interjurisdictional Data Exchange model or other appropriate techniques. In this regard, SSA should analyze the results of Project Match to determine the extent to which duplicate payments occurred in neighboring States. It should be determined whether there is a need for a new system to verify social security numbers (SSN) for the current AFDC caseload, or whether alternate means of verifying accretions, such as the Electronic Verification of Alleged Numbers System, could be utilized. Consideration should be given to the need for a new and separate file being provided to the States that will duplicate currently provided information and burden the States with additional verification and records security responsibilities. The complete process from systems implementation to verification of output should be tested. States should be provided with enough information about NRS and associated costs so that they can make their own cost and savings projections. The opinions of the States should be solicited about the need for and cost effectiveness of NRS. The feasibility of using the SSN rather than the name for file searching in NRS should be fully assessed.

109515

Audit of the Financial Statements of Federal Crop Insurance Corporation, Fiscal Year 1978. CED-79-72; B-114834. May 31, 1979. 9 pp. plus 6 enclosures (8 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture; Federal Crop Insurance Corp.
Congressional Relevance: Congress.
Authority: Federal Crop Insurance Act (7 U.S.C. 1508b).
Abstract: The Federal Crop Insurance Corporation reported an operating loss of $78.2 million for fiscal year 1978, due primarily to drought conditions affecting the corn, tobacco, and wheat crops. The fiscal year 1978 loss is the largest in the Corporation's history. To cover large losses from July 1, 1975, to September 30, 1978, the Corporation has used $136.5 million of the $140 million Congress authorized to the Treasury to invest in capital stock during that period. Preliminary estimates indicated that in fiscal year 1979 (crop year 1978), premiums will exceed indemnities by about $43.2 million, which should offset in part the large deficits of recent years. In 40 pilot counties, the Corporation is testing the capability of the county Agricultural Stabilization and Conservation Service Delivery System to improve underwriting practices and increase sales of crop insurance. The financial statements present fairly the financial position of the Corporation and the results of its operations and the changes in its financial position for the year then ended, in accordance with generally accepted accounting principles.

109530

Meeting U.S. Political Objectives Through Economic Aid in the Middle East and Southern Africa. ID-79-23; B-125029. May 31, 1979. 38 pp. plus 3 appendices (4 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs (600); International Affairs: Impact of Economic Assistance (603).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Organization Concerned: Agency for International Development; Department of State.
Congressional Relevance: Congress.
Authority: Foreign Assistance Act of 1961. International Security Assistance Act of 1978 (P.L. 95-384).

Abstract: The Economic Support Fund (ESF) is intended to advance U.S. political interest and demonstrate the U.S. commitment to, and concern for, countries receiving such economic assistance. Notwithstanding the political focus of the fund, Congress has stressed in recent years that the assistance should, to the extent possible, be responsive to the New Directions policy set forth in the Foreign Assistance Act of 1961. ***Findings/Conclusions:*** Most economic achievements of the fund have resulted from program assistance, specifically, large disbursements made against cash transfers, budget support, and commodity import forms of assistance. Substantial sums have been provided to ESF countries through various forms of program assistance to promote economic stability as well as advance political objectives and absorb high aid levels. The assistance has been instrumental in promoting a stable economic environment in Egypt and in Israel immediately after the 1973 October war. For Syria and Zambia, program assistance has helped increase the productive capacity of selective sectors. The continued need for high levels of program assistance will have to be based on an assessment of whether it is the appropriate tool for furthering particular economic and political objectives. Although progress has been made, program orientation can be expanded to meet basic human needs. Expanded efforts need to be made to facilitate participation of the urban poor in the development process and assist the poor in increasing their incomes through expanded training opportunities. ***Recommendation To Agencies:*** The Administrator of the Agency for International Development (AID) should, with respect to the Syrian program, report to Congress in the fiscal year 1981 authorizing request, on progress made in funding some local costs incurred for fiscal year 1979 capital development projects and decide whether it would be appropriate to increase the commodity import portion of assistance if capital projects cannot be developed or implemented within a reasonable period. With respect to the Egypt aid program, AID should continue efforts to encourage the submission of annual estimates of local currency expenditures by other Egyptian assistance donors. The Administrator of AID also should carry out plans to support training in the skills which improve tha access of Egypt's urban poor to employment opportuinties; initiate community-development activities which facilitate participation of Egypt's urban poor in the development process, utilizing U.S. voluntary agencies where possible; and report to Congress in the fiscal year 1981 authorization request, on the efforts to focus the Syria program on rural-development needs.

109531

[ASCS Needs To Insure That County Offices Follow Prescribed Sampling Procedures in Selecting Farms for Spot Checking Acreage Certifications]. June 4, 1979. 2 pp.

Report to Ray V. Fitzgerald, Administrator, Agricultural Stabilization and Conservation Service; by Oliver W. Krueger, Assistant Director, GAO Community and Economic Development Division.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Agricultural Stabilization and Conservation Service.
Abstract: County Agricultural Stabilization and Conservation Service (ASCS) offices either have already started or will shortly start selecting farms for quality control spot checks of acreage certifications for the 1979 wheat and feed grains set-aside programs. ***Findings/Conclusions:*** A review of the administration of the 1978 wheat and feed grains set-aside programs revealed that none of the county offices had followed all prescribed sampling procedures in selecting farms whose certifications were to be spot checked. Some counties had not performed all the spot checks the sampling procedures required. As a result, these county offices did not obtain statistically valid information on the magnitude of incorrect acreage certifications. ***Recommendation To Agencies:*** ASCS should reaffirm to county offices the importance of following prescribed sampling procedures for selecting farms for quality control spot checks of acreage certifications and insure that representatives of the State offices verify that county offices have correctly followed prescribed sampling procedures.

109551

[Price Behavior of Products Under Import Relief]. ID-79-37; B-179342. June 5, 1979. 1 p. plus 1 attachment (11 pp.).

Report to Rep. Charles A. Vanik, Chairman, House Committee on Ways and Means: Trade Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs (600).
Contact: International Division.
Budget Function: International Affairs (150).
Organization Concerned: Department of Labor: Bureau of International Labor Affairs.
Congressional Relevance: *House* Committee on Ways and Means: Trade Subcommittee; *Rep.* Charles A. Vanik.
Abstract: In response to a request, GAO commented on a staff study conducted by the Bureau of International Labor Affairs, Department of Labor (DOL), which considered the price behavior of products under import relief. In reviewing the paper, GAO did not attempt to verify DOL statistics, but did question their accuracy and significance. GAO was not conducting any studies bearing on the subject matter of the DOL paper at the time of the study review. GAO expressed an interest in the DOL "breathing spell" hypothesis, that import relief causes domestic innovation, and singled out this suggestion for possible interagency examination. In the opinion of GAO, however, DOL has not established even a suggestive link among import relief, innovation, and price behavior. The DOL study posited such a relationship, but failed to advance the argument beyond a mere assertion.

109630

Water Supply for Urban Areas: Problems in Meeting Future Demand. CED-79-56; B-114885. June 15, 1979. 49 pp. plus 1 appendix (1 p.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Water and Water Related Programs: Effectiveness of Existing Plans, Policies, and Programs for Water Resources Problems (2503); Water and Water Related Programs: Effective Water Conservation and Reuse Programs (2504); Water and Water Related Programs: Efforts to Ensure an Adequate Water Supply for Municipal and Industrial Purposes (2507).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Water Resources (301).
Organization Concerned: Water Resources Council; Environmental Protection Agency; Bureau of Reclamation; Department of the Army: Corps of Engineers; Office of Management and Budget; Geological Survey; Northeastern Illinois Planning Commission; Denver, CO: Board of Water Commissioners; Indianapolis Water Co., IN; Las Vegas Valley Water District, NV; Metropolitan District Commission, MA.
Congressional Relevance: Congress.
Authority: Resource Conservation and Recovery Act of 1976. Safe Drinking Water Act. Water Supply Act of 1958 (P.L. 85-500).
Abstract: About 85 percent of the Nation's people will live in urban areas by the year 2000. Water use already approaches or exceeds the dependable supply in some cities. Much urban growth is projected for areas already short of water, and there is a potential for shortages in areas assumed to have abundant water, as in the

Northeast. The 14 urban areas which were visited varied considerably in terms of how much additional water they need by 2000, how they plan to provide these additional supplies, and the obstacles they face in doing so. Cities will have to use water more efficiently and find new sources, but there are many problems which hinder attempts to assure an adequate water supply in the near future. Water distribution systems in many cities are structurally unsound due to age, and rehabilitation would be costly, while in other cities increased demand due to population growth has created a need for significant expansion of the systems. Water pollution, which is caused by such things as increased population, salt water intrusion, and improper disposal of wastes on land, makes sources of water unusable and treatment more expensive. Environmental concerns can result in disapproval or delay of projects needed to assure an adequate water supply. Also, the amount of water that can be withdrawn from surface water for supply is limited by requirements to maintain flows at certain levels for other purposes, such as water quality or fish and wildlife protection. There are many alternative ways to increase water supplies, reduce demand, and manage existing supplies more effectively. However, because developing municipal and industrial water supplies are the responsibility of State and local governments, the Congress has not initiated any comprehensive Federal programs to develop, treat, or distribute urban water supplies. The President, in 1978, directed that an intergovernmental water policy task force be formed to examine key issues, and it has identified urban water supply as a priority concern.

109646

[Costs for Repairing Damages to the National Mall in Washington, D.C. as a Result of the American Farmers Demonstration]. CED-79-100; B-125035. June 14, 1979. 2 pp. plus 4 enclosures (14 pp.).
Report to Sen. Jesse A. Helms; by Elmer B. Staats, Comptroller General.

Issue Area: Land Use Planning and Control: Meeting Shortages of Outdoor Recreation (2309).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Conservation and Land Management (302).
Organization Concerned: National Park Service; National Park Service: United States Park Police; District of Columbia.
Congressional Relevance: *Sen.* Jesse A. Helms.
Abstract: A review of the National Park Service records showed that it will cost about $239,000 to repair damages to the National Mall, in Washington, D.C., as a result of the American farmers' demonstration. This amount will be reduced by about $18,000 as a result of donations received from various groups and individuals. Much higher earlier estimates included rough estimates of law enforcement costs and were made before an inspection of the National Mall could be conducted because it was covered by snow, tractors, and other vehicles.

109719

Agriculture's Statistics Agency: --Computation of Average Market Price of Rice Questioned --Independent Evaluation and Unimpeded GAO Access to Records Needed. CED-79-85; B-114824. June 25, 1979. 28 pp. plus 1 appendix (7 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on the Judiciary: Constitution Subcommittee; *Sen.* Birch Bayh; *Sen.* Russell B. Long.
Abstract: The Department of Agriculture's Economics, Statistics, and Cooperatives Service needs to develop better price data for determining the national average market price farmers will receive for rice as the data are used to calculate Federal deficiency payments. Neither the program's authorizing legislation nor its legislative history indicates how the average price should be determined. ***Findings/Conclusions:*** The Service has not provided its State statistics offices with adequate written procedures for compiling data and maintaining records. The cost of drying green rice, an important factor, was omitted in determining the price farmers receive for their rice and caused deficiency payments to be about $10.6 million more than otherwise would have been for the 1976 crop and $5 million more for the 1978 crop. GAO asked the Service to provide workpapers and reports so that it could evaluate how the reports were used to determine the average price farmers received for the 1976 crop. The Service and the Department of Agriculture (USDA) denied GAO access to the reports for about a year. After GAO questioned the Service's computations, the Service revised the figures and an $11 million savings were realized. ***Recommendation To Congress:*** The Congress should amend the rice program legislation to provide that: (1) the quantities and amounts paid on rice purchases be compiled on a common basis in computing the national average price of rice; (2) the Secretary of USDA invite comments from and consult with trade, farmers, and other appropriate sources in establishing the specific methodology for the computation; and (3) the national average price of rice be established on a 12-month marketing year basis. ***Recommendation To Agencies:*** The Secretary of USDA should direct the Economics, Statistics, and Cooperatives Service to negotiate with rice cooperatives to obtain price data that would be useful in computing the average price and provide better procedures to its State statistics offices for compiling data and maintaining records on average prices of commodities for which deficiency payments are authorized. GAO indicates that it would be beneficial to have an outside independent statistical group evaluate USDA statistical operations. It is recommended that the Secretary should insure that the independent evaluation includes an overview of the methodologies for the statistical series on prices received by farmers.

109731

Better Regulation of Pesticide Exports and Pesticide Residues in Imported Food Is Essential. CED-79-43; B-133192. June 22, 1979. 68 pp. plus 9 appendices (38 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Other Natural Resources (306).
Organization Concerned: Environmental Protection Agency; Food and Drug Administration; Department of Health, Education, and Welfare.
Congressional Relevance: Congress.
Abstract: American agricultual imports in fiscal year 1977 totaled over $13 billion making other countries' pesticide practices increasingly important because pesticide residues may be on these imports. The Food and Drug Administration (FDA) has identified neither the pesticide practices nor all pesticides used in other countries. Such knowledge is essential if the agency is to make sure that food imports do not contain harmful residues of pesticides that have been suspended, canceled, or never registered in the United States. In addition, the Environmental Protection Agency (EPA) has neither informed other governments of pesticide suspensions, cancellations, and restrictions in the United States nor revoked tolerances for residues of these pesticides on imported foods. ***Findings/Conclusions:*** EPA has not canceled over 297 tolerances for pesticides whose uses have been suspended and canceled up to 6

years ago due to adverse human or environmental harm. Continuing tolerance and/or action levels without adequate determinations as to safety and avoidability mislead and condone other countries' use of hazardous pesticides. Half of the imported food that FDA found to be adulterated during a 15-month period was marketed without penalty to importers and consumed by an unsuspecting American public. EPA needs to monitor these exported pesticides more vigorously not only to alert other governments to the dangers of specific products but also to provide information to FDA that would be useful in its imported food monitoring program. ***Recommendation To Agencies:*** The Secretary of the Department of Health, Education, and Welfare (HEW) should require the Commissioner of FDA to obtain data on foreign pesticide usage as a basis for determining what pesticide residue analysis to perform; require importers to provide certificates which identify pesticides that have been on imported food and certify that residues comply wth U.S. tolerances; and revise the residue sampling program to ensure that all significant imported food commodities are sampled each year for pesticide residues. The Administrator of EPA should revoke tolerances for residues of pesticides that have already been suspended and canceled for food uses and make tolerance revocation an integral part of the EPA pesticide cancellation process. The Administrator of EPA, the Secretary of HEW, and the Commissioner of FDA should determine whether existing and proposed action levels are safe and appropriate; establish action levels for residues of suspended and canceled pesticides that may be unavoidably present in food; and investigate pesticide use conditions in foreign countries when significant residues of a pesticide are detected in an import to ensure that action levels are lower than residue levels which may result from direct purposeful application of pesticides to food.

109758

[Survey of the Economic Development Administration's Implementation of the Title IX Program]. CED-79-104; B-153449. June 28, 1979. 12 pp.

Report to Juanita M. Kreps, Secretary, Department of Commerce; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Domestic Housing and Community Development: Efforts To Assist Economically Distressed Communities (2111).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Community Development (451).
Organization Concerned: Department of Commerce; Economic Development Administration.
Authority: Public Works and Economic Development Act of 1965 (42 U.S.C. 3121).
Abstract: The Title IX Special Economic Development and Adjustment Assistance Program was designed to save or create jobs and stimulate the economy of depressed areas. Nationwide, communities received 243 grants totaling about $311 million through fiscal year 1978. The Economic Development Administration (EDA) has the responsibility for implementing the Title IX program, which requires that grant recipients submit an annual report for each year of assistance and that the Secretary of Commerce provide an annual consolidated report to the Congress. ***Findings/Conclusions:*** The majority of grantees have not submitted progress reports annually as required by the Title IX legislation. In some instances, grantees submitted reports containing inadequate data to measure the grant's effectiveness in achieving planned goals. EDA has not made sufficient effort to collect data on the progress of Title IX grants. Further, EDA evaluation of grantee progress has been difficult because of the different reporting periods imposed on grantees. The Secretary's annual reports do not provide the Congress with data on Title IX's effectiveness. The reports merely reiterate the intended purpose of the grants approved during the year. For the most part, EDA has followed the practice of not reporting on the effectiveness of prior year grants. The Congress is entitled to more information on what these grants have achieved, and an annual report that includes a consolidation of properly verified grantee progress reports appears to be a logical extension of the grantee reporting system. ***Recommendation To Agencies:*** The Secretary of the Department of Commerce should direct EDA to: (1) require grantees receiving Title IX assistance to submit progress reports showing program results covering standardized reporting periods; (2) assure that project managers conduct sufficient followup on Title IX grantees to control annual progress reporting and confirm, to the extent possible, the validity of the data reported by grantees; and (3) provide the Congress with information on the overall effectiveness of the Title IX program including feedback on unsuccessful as well as successful uses of Title IX assistance.

109826

[Status of Efforts To Phase Out Ocean Dumping of Municipal Sewage Sludge]. June 27, 1979. 20 pp. plus 1 attachment (1 p.).

Testimony before the House Committee on Merchant Marine and Fisheries: Oceanography Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries: Oceanography Subcommittee.
Authority: Marine Protection, Research, and Sanctuaries Act of 1972.
Abstract: A review of the status of efforts to phase out the ocean dumping of municipal sewage sludge by December 31, 1981, as mandated by legislation is presented. Although substantial funding has been invested in the planning and implementation of alternatives to ocean dumping of municipal sludge since 1973, no net reduction in volume has been achieved to date. Further, the volume of sludge to be ocean dumped is projected to double by 1981. Dumpers may have difficulty meeting the deadline. For those dumpers who plan to implement interim land-based alternatives to ocean dumping, problems exist with respect to potential ground water pollution, pathogenic disease, and strong public opposition to project sites. Long-term solutions to ocean dumping, particularly thermal-based projects, also pose uncertainties in terms of potential air pollution and ash disposal problems. Extension of the 1981 deadline might stall the Environmental Protection Agency's (EPA) efforts to phase out ocean dumping; however, some flexibility will be needed for those dumpers who will not meet the deadline. To provide for this flexibility, it would seem appropriate for the Congress to authorize the EPA to grant waivers of the deadline on a case by case basis. To provide an economic incentive for a continuation of phase out efforts for those dumpers granted waivers, EPA should require that all or part of the sludge produced be dumped at a site further off shore; and permit dumpers to continue using existing sites but seek congressional authority to require them to deposit in a fund the difference in the cost of dumping at those sites and a site further off shore. Land-based alternatives should be monitored closely.

109830

[Implementation of a National Materials R&D Policy]. June 26, 1979. 13 pp.

Testimony before the House Committee on Science and Technology: Science, Research and Technology Subcommittee; House Committee on Science and Technology: Natural Resources and the Environment Subcommittee; by Dexter J. Peach, Director, GAO Energy and Minerals Division.

Contact: Energy and Minerals Division.
Organization Concerned: National Commission on Supplies and Shortages; Office of Science and Technology Policy; Department of Energy; Bureau of Mines; Office of Management and Budget; Smithsonian Institution: Science Information Exchange, Inc.
Congressional Relevance: *House* Committee on Science and Technology: Science, Research and Technology Subcommittee; *House* Committee on Science and Technology: Natural Resources and the Environment Subcommittee.
Authority: H.R. 2743 (96th Cong.).
Abstract: A bill now under consideration in Congress will provide for a national policy for materials science and technology and strengthen U.S. materials research and development (R&D) capability and performance. Research on improved exploration, extraction and processing techniques, new materials and possible substitutes, methods of recycling, and new uses, can help to solve a variety of problems. GAO was requested to examine institutional alternatives for a national materials R&D policy, management of R&D information, and means for industry to maximize its use of Government research results. The need for a Federal materials R&D policy is compelling. The Office of Science and Technology Policy (OSTP) plans a comprehensive review of Federal materials R&D for fiscal year 1981, for which a large information base will be needed, the current one being inadequate. The Office of Management and Budget (OMB) should issue an Executive Order for Federal agencies to report all current materials research to the Smithsonian Science Information Exchange. The House Committee on Science and Technology should press OMB for such an order. OSTP should establish a program and the means to coordinate and set long-range goals for Federal materials R&D. Aluminum manufacturing, an energy-intensive industry, depends on bauxite ore, 90 percent of which is imported. However, aluminum can also be made of nonbauxitic ores, such as kaolin clays, which are abundant in the United States. The Bureau of Mines has emphasized exploitation of these resources but should be more concerned with the development of more energy-efficient methods of aluminum production, as the Department of Energy is. OSTP should evaluate these efforts and coordinate them for efficiency. OSTP should also involve itself in phosphate research which is proceeding under the auspices of several agencies and organizations. Government phosphate research should focus on the vital long-term availability of domestic phosphates, most from central Florida. Because phosphate mines require 7 years to begin operation, immediate attention is required. OSTP must obtain full information on all public and private materials R&D, and determine national needs and objectives and the degree to which they are being met. Industrial R&D efforts could be coordinated to complement Federal activities.

109875
[The Fishery Conservation and Management Act of 1976]. July 12, 1979. 8 pp.
Testimony before the House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Commerce; National Oceanic and Atmospheric Administration: National Marine Fisheries Service.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee.
Authority: Fishery Conservation and Management Act of 1976.
Abstract: Progress is being made by the National Marine Fisheries Service and eight regional councils to implement the Fishery Conservation and Management Act. Some of the problems still being encountered, however, include: (1) there is limited biological and socioeconomic data available on which to base fishery management plans; (2) public involvement, understanding, and acceptance of management actions have not been adequate; (3) the process to develop and approve plans is very time-consuming; (4) there is a multiplicity of jurisdictions; and (5) long-range planning is limited. As of June 1979, nine fishery management plans for both domestic and foreign fishermen had been approved and implemented; eventually about 70 plans will be developed and implemented. Foreign fishing in U.S. waters has declined significantly, and foreign fishermen have been prohibited from fishing domestically valuable species. The need exists for biological stock assessment data as to fish stock abundance, area location, age composition, movements, migrations, and relationship among species. Fishermen do not participate in council meetings, and it is suggested that councils should publicize and conduct meetings at more convenient locations and explain actions taken in each plan. State acceptance and support of fisheries management varies widely. The fact that many species migrate across State boundaries has resulted in a lack of uniform regulation. Long-range planning would enable the councils to build flexible plans and avoid the need to go through a lengthy plan amendment process each year.

109897
[Impact of Nonpoint Source Pollution on Meeting National Water Quality Goals]. July 17, 1979. 14 pp. plus 1 attachment (2 pp.).
Testimony before the House Committee on Public Works and Transportation: Oversight and Review Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.
Organization Concerned: Environmental Protection Agency; Department of Agriculture.
Congressional Relevance: *House* Committee on Public Works and Transportation: Oversight and Review Subcommittee.
Authority: Clean Water Act of 1977.
Abstract: National needs far exceed the Federal funds which are appropriated each year for waste treatment facilities. It is suggested that the Environmental Protection Agency should devise strategies to give greater consideration to how nonpoint source controls can achieve water quality goals in a more cost-effective manner. Nonpoint pollution (which comes from farmlands, forests, urban streets, and mines) refers to situations where pollutants enter the water in a diffused and diluted form rather than from a specific discharge point (such as discharges from factories or municipal wastewater facilities). Responsibility has been delegated to State and areawide planning agencies to develop and carry out nonpoint source control programs. Little has been accomplished, however, because major emphasis has been on point sources and the States and local agencies lack the time, funds, and Federal technical assistance necessary to develop adequate nonpoint source data. The collection of better data on nonpoint sources of pollution is essential in order to establish priorities for selecting those projects providing the greatest benefit to controlling water pollution. With the limited funds available, some choices must be made between constructing municipal wastewater treatment facilities and implementing practices to control both point and nonpoint sources of pollution. Sound, cost-effective, and beneficial solutions to the problem will not be achieved unless there is front-end planning to develop more and better data on the sources, extent, and impact of nonpoint pollution.

109973
[Export Reporting for Agricultural Products]. ID-79-38; B-176943. June 5, 1979. ***Released*** July 6, 1979. 6 pp.

Report to Rep. Neal Smith, Chairman, House Select Committee on Small Business; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608).
Contact: International Division.
Budget Function: Agriculture: Agricultural Research and Services (352).
Organization Concerned: Department of Agriculture: Secretary's Advisory Committee on Export Sales Reporting.
Congressional Relevance: *House* Committee on Small Business; *Rep.* Neal Smith.
Abstract: A request was made for information on the number and types of firms currently reporting export sales to the Department of Agriculture (USDA). Inquiries with pertinent officials in the executive branch were initiated to determine the availability of the information. As currently operated, the USDA export reporting system does not divide reporting exporters into categories such as the following: (1) American-based firms; (2) American firms with overseas affiliates; (3) foreign firms with American affiliates; and (4) foreign firms doing business exclusively overseas. Nor is information of this type available from other export data systems. While Export Sales Reporting regulations do not prohibit the Government from requiring exporters to provide additional information, USDA officials have consistently opposed modifying reporting regulations on the grounds that it would be of no useful purpose, and that requiring foreign owned and foreign based exporters to comply would be difficult. An accurate, more timely, and reliable reporting system is necessary and desireable. The quality of information provided by exporters could be materially improved if USDA modified reporting requirements to include additional information on export sales such as the categories of firms listed above, classification of the foreign buyer, contract pricing terms or formulas, exact destinations, and contract provisions.

109974
[Reduction in the U.S. Import Fee on Sugar]. ID-79-43; B-118622. July 17, 1979. ***Released*** July 24, 1979. 10 pp.
Report to Rep. Richard Nolan; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608).
Contact: International Division.
Budget Function: International Affairs: International Financial Programs (155).
Organization Concerned: Department of State; Department of Agriculture; Commodity Futures Trading Commission; Department of Justice; New York Coffee and Sugar Exchange, Inc.
Congressional Relevance: *Rep.* Richard Nolan.
Authority: Food and Agriculture Act of 1977 (P.L. 95-113, §902). Agricultural Adjustment Act (7 U.S.C. 624). Commodities Futures Trading Commission Act of 1974 (7 U.S.C. 4(a)). Sherman Antitrust Act (15 U.S.C. 1). Antitrust Procedures and Penalties Act (15 U.S.C. 16).
Abstract: A request was made for an evaluation of whether the April 1979 reduction in the U.S. import fee on sugar was justified and for information on the import fee mechanism. A Presidential Proclamation sets a fee adjustment period for each quarter. The quarterly adjusted fee is the amount which would bring the average daily spot (world) price quotations for raw sugar during the adjustment period to 15 cents a pound after adding U.S. applicable duty and attributed costs of 0.90 cents a pound for freight, insurance, stevedoring, financing, weighing, and sampling. Prior to November 1977 this average daily spot price was set by the New York Coffee and Sugar Exchange, Inc., and it was used as a reference for merchants selling raw sugar under contracts. However, in 1977, the Government filed an antitrust suit against the Exchange, alleging that its method for determining the price was illegal. Under a proposed-system, the price would be determined by a group of randomly selected individuals each day. In the absence of this price, the administration used for fee-setting purposes the International Sugar Agreement world price, as was the case in April 1979. Due to the fact that the world price had fallen substantially in the 20-day period prior to the fee-setting period, and that large amounts of sugar were expected to arrive in the United States, the fee reduction was not only justified, but mandatory. If the International Sugar Agreement price does not accurately represent world prices, the President has no obligation to raise the fee and if he decided to, an investigation challenging the accuracy of the price would have to be made. The proposed system, although not an exact measure of world prices, will eliminate the objectionable practices used by the New York Coffee and Sugar Exchange. It will be the new method for determining the import fee.

109979
Family Farmers Need Cooperatives--But Some Issues Need To Be Resolved. CED-79-106; B-114824. July 26, 1979. 56 pp. plus 9 appendices (30 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply of Resources To Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (0352).
Organization Concerned: Department of Agriculture; Federal Trade Commission; Department of Justice.
Congressional Relevance: Congress.
Authority: Clayton Act (Trusts) (15 U.S.C. 17). Capper-Volstead Act (Agricultural Producers' Associations) (7 U.S.C. 291). Cooperative Marketing Act (7 U.S.C. 451). Farm Credit Act (12 U.S.C. 2001). Agricultural Adjustment Act. Agricultural Marketing Agreement Act of 1937.
Abstract: Farmers still face some of the same problems they faced in the 1920's and 1930's when legislation first allowed them to form cooperatives to compete more effectively in the agricultural system. The overall trend in American agriculture has been one of increasing concentration marked by a decrease in the number of farms and an increase in the average farm size, a greater share of total gross farm income going to large farms, and a larger portion of agricultural products handled by a smaller number of suppliers. Although cooperatives have grown in size and market share, they are still much smaller than some other businesses that compete with them in such markets as grains, fruits and vegetables, dairy products, poultry and eggs, and feed. ***Findings/Conclusions:*** Cooperatives are an integral part of the agricultural structure. They provide farmers an alternative for marketing products and for procuring farm items and services. Most farmers responding to a questionnaire viewed cooperatives as increasing the income and promoting a better way of life for family farmers. According to law, the Department of Agriculture (USDA) is responsible for making sure that cooperatives do not use their advantages to unduly enhance prices. USDA has done little to guard against undue price enhancement and other unfair practices. If USDA retains the regulatory function, it needs to establish a system to monitor cooperative activities and to take enforcement action where warranted. An emerging issue is corporate membership in cooperatives. Nonfamily farm corporations have joined cooperatives and enjoyed benefits Congress intended mainly for family farmers. Another issue of major concern to farmers is the failure of many cooperatives to retire systematically the retained earnings owed their members. The failure to retire retained equities in a timely manner can effect farmers' participation in cooperatives. ***Recommendation To Congress:*** If Congress decides to limit participation of nonfamily

farm corporations, the following four options should be considered: (1) ban corporate membership in cooperatives; (2) limit corporate membership to a certain percent of the cooperative's volume of business to membership equities; (3) ban corporate representation on cooperative boards of directors; or (4) limit corporate membership to a certain percent of the cooperative's volume of business or membership equities and ban corporate representation on cooperatives' boards of directors. ***Recommendation To Agencies:*** The Secretary, USDA, should: establish an enforcement and monitoring system so that cooperatives do not use monopolistic or other unfair trade practices to raise prices unduly; develop a set of cooperative conduct principles with the Federal Trade Commission and the Department of Justice; require that a national campaign be conducted to motivate cooperatives to adopt equity redemption programs that are fair to current and former members; and require that plans for assisting new and developing cooperatives be coordinated among responsible agencies before additional field offices are established.

109990

Government Programs and Organization Affecting Exports. ID-79-41; B-172255. August 17, 1979. *Staff Study* by J. K. Fasick, Director, GAO International Division.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608).
Contact: International Division.
Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).
Organization Concerned: Foreign Agricultural Service; Small Business Administration; Department of Commerce; Department of Agriculture; Department of State; Export-Import Bank of the United States.
Authority: Export Administration Act of 1969 (50 U.S.C. 2401 App. et seq.). Export-Import Bank Act of 1945 (12 U.S.C. 635). Tax Reform Act of 1976 (26 U.S.C. 908). Webb-Pomerene Act (Export Trade) (15 U.S.C. 62). Capper-Volstead Act (Agricultural Producers' Associations (7 U.S.C. 291). Foreign Corrupt Practices Act of 1977 (15 U.S.C. 78 (dd)(1)). Sherman Antitrust Act (15 U.S.C. 1). Clayton Act (Trusts) (15 U.S.C. 13). Federal Trade Commission Act (15 U.S.C. 45).
Abstract: During the past 10 years the U.S. balance of trade has steadily deteriorated reaching $26.5 billion in 1977 and $28.5 billion in 1978. Presently, Government export assistance is available through the programs of various agencies. Assistance to the industrial sector is available through the Departments of Commerce and State, the Export-Import Bank, and the Small Business Administration. The Department of Agriculture is the focal point for export assistance to the agricultural sector. ***Findings/Conclusions:*** Business spokesmen have argued that the export assistance provided to the private sector is negated by a series of policies which taken together have an adverse affect on trade. Such policies include export licensing, human rights, antiboycott legislation, foreign corrupt practices law, antitrust regulations, and certain tax policies, especially concerning the Domestic and International Sales Corporation and provisions of the Internal Revenue Code. Uncertainties surrounding the administration of these policies makes it extremely difficult for them to make the decisions necessary to enter or remain in the export market. Congress and the Administration have recently put forward various plans to reorganize the Government's trade policymaking structure. These plans include proposals to create a new cabinet level department which would be composed of various trade-related agencies and activities presently dispersed throughout the Federal Government; strengthen the existing Department of Commerce by transferring to it various Federal trade agencies and activities; and consolidate trade policymaking, administration of trade regulations and laws, and coordination of industrial and agricultural trade activities under the Special Representative for Trade Negotiations.

110017

Foreign Investment in U.S. Agricultural Land--How It Shapes Up. CED-79-114; B-114824. July 30, 1979. 99 pp. plus 3 appendices (9 pp.).
Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Future Cost and Supply Resources to Sustain High Food Production (1711); Land Use Planning and Control: Federal Programs for Non-public Lands and Related Resources (2307).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Conservation and Land Management (302).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Government Operations; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; *Sen.* Herman E. Talmadge.
Authority: Agricultural Foreign Investment Disclosure Act of 1978 (P.L. 95-460; 92 Stat. 1263). S. 192 (96th Cong.). S. 208 (96th Cong.). H.R. 3106 (96th Cong.).
Abstract: An analysis was made of agricultural land purchases from January 1977 through June 1978 in 148 counties in 10 States: Arkansas, California, Georgia, Illinois, Iowa, Kansas, Montana, Pennsylvania, Texas, and Washington. ***Findings/Conclusions:*** Of the 3 million acres purchased, it was found that 248,146 acres, or about 8 percent, were bought in 55 counties by 173 foreign purchasers from at least 30 countries. Most of the foreign purchasers were from the Netherlands Antilles, Belgium, West Germany, France, and Switzerland. The activity appeared to be concentrated in certain counties; nine counties, each having foreign purchases totaling more than 5,000 acres, accounted for 163,257 acres of the 248,146 acres of foreign purchases. These counties were Jefferson (Arkansas); Fresno, Kern, and San Joaquin (California); Hall (Georgia); Rosebud and Yellowstone (Montana); Bowie (Texas); and Kittitas (Washington). Foreign investors who buy U.S. real property have U.S. tax advantages involving primarily capital gains that are not available to U.S. citizens who may wish to invest in that same property. Foreign investment bears watching, GAO believes, and it would be beneficial to eliminate the tax advantage to foreign investors. GAO found that most foreign-bought land was bought by Western Europeans for investment security and capital preservation and appreciation; most has continued in its same use; and some property improvements have been made. Nonlocal U.S. and foreign businesses bought 24 percent of the land in the counties reviewed; GAO believed that this fact indicates that the Department of Agriculture should be concerned about erosion of the U.S. family farm structure.

110043

Agriculture Weather Information Is Not Effectively Communicated to Users. CED-79-110; B-133202. August 7, 1979. 10 pp. plus 5 appendices (27 pp.).
Report to Juanita M. Kreps, Secretary, Department of Commerce; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Future Cost and Supply of Resources to Sustain High Food Production (1711).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Other Natural Resources (306).

Organization Concerned: Department of Agriculture; Department of Commerce; National Oceanic and Atmospheric Administration; National Weather Service; Department of Agriculture: Extension Service; Department of Agriculture: Agricultural Research Service.
Authority: Legislative Reorganization Act of 1970.
Abstract: A questionnaire was developed and sent to agricultural weather service users to review certain aspects of the Agricultural Weather Service Program. Although the response rate from farmers and ranchers was low, the information obtained indicates a need for strengthening the program. The Agricultural Weather Service Program began in 1958 as a result of a Senate resolution requesting the Secretaries of Commerce and Agriculture to cooperate in identifying the agricultural community's weather information needs and jointly develop a program to meet those needs. Each year the National Weather Service (NWS) spends an estimated $3 million on the program, and the Department of Agriculture (USDA) allocates approximately $1 million annually for it. ***Findings/Conclusions:*** The agricultural weather program and specific weather information have not been effectively communicated to program users and potential users. Basically the program provides forecasts and advisories, but about one-third of the respondents could not recall hearing forecasts, and about one-half could not recall hearing of the advisories. Of the users of weather program information, farmers and ranchers preferred weather advisories, and agricultural businesses preferred forecasts. Although the need for improvements in the program has been noted by both USDA and the Department of Commerce, the roles, responsibilities and goals of the program need to be clarified, and the methods used to communicate the information to users could be improved. ***Recommendation To Agencies:*** It is recommended that the Secretaries of USDA and Commerce clarify and strengthen the roles of their Departments in the Agricultural Weather Service Program. This should include improving methods for publicizing and communicating weather information to users and potential users, and providing program coordination by updating the Federal Plan for a National Agricultural Weather Service.

110071

[Resources Expended by EPA When Assuming Drinking Water Enforcement Responsibilities in Seven States]. CED-79-19; B-166506. August 8, 1979. 11 pp.
Report to Rep. Henry A. Waxman, Chairman, House Committee on Interstate and Foreign Commerce: Health and the Environment Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Purity and Safety of Drinking Water (2212).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Pollution Control and Abatement (304).
Organization Concerned: Environmental Protection Agency.
Authority: Safe Drinking Water Act (42 U.S.C. 300f et seq.).
Abstract: Legislation provides for States to assume primary enforcement responsibility, or primacy, for monitoring the public water supply systems within their boundaries. Since most States Water Supply Programs contain requirements similar to the 15 in the Environmental Protection Agency's (EPA) implementation regulations, meeting the EPA requirements was not considered a problem. However, for some requirements, States had to enact legislation and adopt new regulations. To aid States in developing and implementing primacy programs, EPA is authorized to award grants to supplement existing State funding; the grants are not to exceed 75 percent of the States' total program costs. Seven States--District of Columbia, Indiana, Oregon, Pennsylvania, South Dakota, Utah, and Wyoming--have chosen not to seek primacy for reasons which included lack of guaranteed continued Federal funding, limited State funds and personnel, and inadequate State legislative authority. To implement a minimum primacy program in nonparticipating States, EPA requested an estimate of the number of additional positions needed. The EPA Office of Water Supply advised its regional administrators that it could not satisfy their request for 237 positions, but would allocate them 28 positions and request the Office of Management and Budget for the remaining positions. ***Findings/Conclusions:*** GAO obtained information concerning three EPA program operations for the seven nonparticipating States. The information indicates that in those States not having primacy, the EPA coverage may be severely limited as a result of resource constraints and may not meet the same standards required by EPA for those States which do assume primacy.

110141

Effect of the Department of Labor's Resource Allocation Formula on Efforts To Place Food Stamp Recipients in Jobs; A Supplement to Comptroller General's Report CED-78-60, April 24, 1978. CED-79-79; A-51604. August 15, 1979. 7 pp. plus 8 appendices (34 pp.).
Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: Income Security Programs: Program Monitoring and Administration (1303).
Contact: Community and Economic Development Division.
Budget Function: Income Security: Public Assistance and Other Income Supplements (604).
Organization Concerned: Department of Agriculture; Department of Labor; Office of Management and Budget.
Congressional Relevance: Congress; *Rep.* Paul Findley.
Abstract: In response to a request, GAO studied the likely impact of the Department of Labor's (DOL) current resource allocation formula on efforts by State employment service agencies to place food stamp recipients in jobs. DOL has used the resource allocation formula to distribute Federal funds to State employment agencies based on their relative funding needs and day-to-day performance. A new allocation system is being developed for use starting in fiscal year 1980. ***Findings/Conclusions:*** Both the Departments of Agriculture and Labor agree that the reported job placement rate for food stamp recipients is low, but they differ on the reasons for the low rate and, not unexpectedly, the need for and ability of Agriculture to substantially increase its funding for the work requirements program. DOL has allocated about one-third of the $1 billion in Federal funds provided to State employment service agencies annually. The formula's effect on State agencies' efforts to place food stamp recipients in jobs is not clear. However, several factors including no explicit incentive for placing these recipients could discourage such efforts. DOL gets $28 million a year from the Department of Agriculture for food stamp registration activities, but the services these funds are to cover are not clearly defined. ***Recommendation To Agencies:*** The Director of the Office of Management and Budget should take the lead in completing an agreement between the Departments of Labor and Agriculture for effectively administering the food stamp work requirements. The agreement should include specific descriptions of the services that are unique to food stamp recipients and are to be paid for by the funds Agriculture transfers to DOL and that the amount to be transferred be based on the estimated cost of such services.

110151

An Analysis of the Effects of Indexing for Inflation on Federal Expenditures. PAD-79-22; B-115398. August 15, 1979. 41 pp. plus 3 appendices (19 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Intergovernmental Relations and Revenue Sharing (0400); Health Programs (1200); Income Security and Social Services (1300); National and Regional Economic Problems (3500).
Contact: Program Analysis Division.
Budget Function: National Defense: Department of Defense - Military (except procurement and contracts) (051); Education, Training, Employment and Social Services: Social Services (506); Income Security (600).
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture; United States Civil Service Commission; Office of Personnel Management.
Congressional Relevance: Congress.
Abstract: Inflation has become a national preoccupation, and until it is eliminated, methods must be sought to live with it. Indexing is one method of coping with inflation, and this procedure is used to protect the benefits provided by Federal programs from erosion by inflation. The indexing of Federal expenditures is a useful practice, and a large and growing proportion of the Federal budget is indexed. However, indexation appears to contribute to inflationary pressures by automatically increasing Federal expenditures during inflationary periods. ***Findings/Conclusions:*** The most commonly used index is the Bureau of Labor Statistics' Consumer Price Index, which is computed by calculating the cost of a fixed group of goods and services. When its cost rises, the Index is increased proportionately. Increased Federal expenditures result from an increase in the real value of benefits per person, or from an increase in the number of people receiving benefits. Among the 12 programs examined, expenditures for the indexed programs generally were increasing faster than other Federal outlays. While indexing is not likely to affect the growth in Federal expenditures in the long run, in the short run indexing may affect expenditure priorities such as allocating more to indexed programs thereby limiting the funds available for programs that are not indexed. Given the large and growing share of the budget accounted for by indexed programs, it would be difficult to reduce substantially the growth in total Federal spending without some check on programs which are indexed. A successful anti-inflation program will require that many steps, including some modification in Federal indexing, be taken.

110228

[Improvements Needed in the Migrant Education Program]. HRD-79-100; B-177486. August 28, 1979. 16 pp.
Report to Patricia Roberts Harris, Secretary, Department of Health, Education, and Welfare; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Federally Sponsored or Assisted Education (3300).
Contact: Human Resources Division.
Budget Function: Education, Training, Employment and Social Services: Elementary, Secondary, and Vocational Education (501).
Organization Concerned: Office of Education; Department of Health, Education, and Welfare.
Authority: Elementary and Secondary Education Act of 1965 (20 U.S.C. 241e(c)).
Abstract: In surveying the migrant education program in California, several areas needing improvement were identified. The migrant education program is administered by the Office of Education (OE). Program funds are to be used for establishing or improving needs of children of migratory farmworkers and fishermen. ***Findings/Conclusions:*** OE and California migrant education program officials face numerous problems that hinder their efforts to establish and improve programs to meet the special education needs of migratory farmworkers' children. Many children may not be receiving migrant education services, although the Federal Government will provide funds for every student registered in the program. Little reliable information is available on the number of eligible children not participating in the program. OE regulations require that states in their grant applications identify locations where eligible children are residing or are expected to reside during the year and the number of such children. Beginning with fiscal year 1980 grant applications, OE requires that any states not planning to serve all eligible children must explain why. The migrant education program regulations define an active migratory child as one who has moved within the past 12 months. A consultant's study indicates, however, that many migrant education participants in California do not move that often. The lack of a uniform program evaluation methodology has persisted for many years; however OE expects a consultant's study proposing a methodology to be completed late in 1979. ***Recommendation To Agencies:*** The Secretary of Health, Education, and Welfare (HEW) should require the Commissioner of OE to: assure that States comply with HEW regulations for identifying the number of eligible children and the areas where they live and disclosing any children not receiving services and an explanation of the reasons why; assess the need to persuade States to encourage eligible nonparticipating school ditsricts to participate in the program and, where appropriate, determine whether it is feasible to contract with other organizations to provide services; clarify HEW regulations concerning conditions for participation of former migrant children in the program; closely monitor California's actions to assure its compliance with HEW regulations for providing services to former migrant children; work with California to develop a methodology that will be useful in evaluating the programs effectiveness; and emphasize to States that data from the Migrant Student Record Transfer System must be transmitted to teachers promptly.

110256

[Impact of Nonpoint Source Pollution on Meeting National Water Quality Goals]. August 30, 1979. 10 pp. plus 1 attachment (2 pp.).
Testimony before the House Committee on the District of Columbia: Select Panel to Address Non-Point Pollution in the Potomac; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Environmental Protection Agency.
Congressional Relevance: *House* Committee on the District of Columbia: Select Panel to Address Non-Point Pollution in the Potomac; *Rep.* Michael D. Barnes.
Authority: Clean Water Act of 1977.
Abstract: Nonpoint pollution is that caused by a group of pollutants entering the water in a diffused and diluted form, rather than those from a specific discharge point. Nonpoint pollution can have a major negative impact on the billions of dollars being spent to abate point sources of pollution. The extent of the nationwide problem is unknown, data on its effect are inadequate, solutions are not readily available, and funding has been lacking. GAO believes that there is legitimate concern as to the effect nonpoint pollution may have on specific communities, rivers, and streams, and whether the 1983 water quality goal of fishable/swimmable water can be met in the Washington, D.C. metropolitan area and the Potomac River. Agricultural activities and urban stormwater runoff are the major sources of nonpoint pollution. Sediment from soil erosion of agricultural lands, the largest source of nonpoint pollutants, transports other pollutants, such as pesticides and excess nutrients into the waterways. Urban runoff contains suspended sediments, toxic materials, oil and grease, and organic wastes. Acid mine drainage, forestry activities, and construction sites are other sources of nonpoint pollution. Legislation which requires State and local agencies to prepare areawide waste treatment and management plans does not provide funds for implementing nonpoint controls or set forth comprehensive requirements regarding their use. ***Findings/Conclusions:*** In a recent extensive evaluation of the Environmental Protection Agency's (EPA) 208 Planning Program, GAO concluded that the program fell short of its objectives, and

would not be effective for many years. Problems hindering program effectiveness included: planning agencies did not adequately address many of the statutory requirements for water quality planning, so that nonpoint pollution and control measures were not identified; water quality data, particularly for nonpoint sources, were not being obtained; and local authorities lacked commitment to continue funding water quality planning after Federal funding was exhausted. In a 1976 report GAO reviewed advanced waste treatment facilities located on the Potomac, which were under construction or in planning, and found that construction of these facilities was extremely expensive and adequate planning information was not available. The 1977 GAO report concluded that water quality goals would not be achieved in many areas and nonpoint pollution would mitigate the effectiveness of point source control facilities in some cases. Better data are essential. The EPA Planning Program can be used to bridge the information gap, but it will expire at the end of fiscal year 1980 unless it is extended. GAO expects that many pollution problems, once identified, could be alleviated effectively by a suitable combination of several alternatives.

110336

Impacts and Implications of the Pacific Northwest Power Bill. EMD-79-105; B-114858. September 4, 1979. ***Released*** September 12, 1979. 26 pp. plus 4 appendices (69 pp.).

Report to Rep. John D. Dingell, Chairman, House Committee on Interstate and Foreign Commerce: Energy and Power Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Energy: Federal Government Trusteeship Over Energy Sources on Federal Lands (1614); Environmental Protection Programs: Institutional Arrangements for Implementing Environmental Laws and Considering Trade-Offs (2210).
Contact: Energy and Minerals Division.
Budget Function: Energy: Energy Supply (271).
Organization Concerned: Department of Energy; Bonneville Power Administration; Department of the Army: Corps of Engineers; Bureau of Reclamation; Federal Energy Regulatory Commission; Washington: Public Power Supply System.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce: Energy and Power Subcommittee; *Rep.* John D. Dingell.
Authority: H.R. 3508 (96th Cong.).
Abstract: The impacts and implications of the Pacific Northwest Electric Power Planning and Conservation Act were examined. The Act would change the Bonneville Power Administration (BPA) from a marketer of Federal hydropower to a regional utility with broad responsibilities for assuring adequate power supplies in the Pacific Northwest. The three areas of impact examined were: (1) whether the proposed legislation would expose regional power consumers to more rate increases from construction cost overruns on non-Federal power plants backed by the BPA; (2) what impact the passage or failure of the legislation would have on BPA direct service industrial customers; and (3) whether the legislation would have a significant effect on runs of anadromous salmon and steelhead trout in the Columbia River system. ***Findings/Conclusions:*** All three BPA nuclear power plants have experienced substantial delays and cost overruns. BPA has not provided adequate financial protection for regional consumers obligated to pay for the plants. Until recently, BPA management has not tried to play a major decisionmaking role in the construction projects and the efforts that have been made have been hindered by staffing weaknesses. Although the legislation would provide industry long-term contracts for very large quantities of power at substantially higher prices, whether the legislation passes or not, industrial customers will be facing higher power costs. However, even greatly increased power costs are unlikely to cause the industry to relocate. The upper river salmon and steelhead fisheries are in serious trouble. A major problem is the failure to adequately mitigate the adverse effects of dams constructed and operated by Federal agencies and electric utilities. The dams have a great impact on the migration process which is critical to the already endangered species' survival. There is no formally organized body that exercises a comprehensive management function over water resource uses in the Columbia Basin, and fishery maintenance or enhancement is not an authorized purpose of the dams. Consequently, fishery officials must seek voluntary cooperation from BPA and dam operators. ***Recommendation To Congress:*** Assure that BPA contracting and oversight practices are strengthened, energy sources are developed only when judged necessary by a power planning body, and the most cost-effective and least capital-intensive energy sources are developed first. Consider amendments which limit BPA participation in constructing plants and the construction costs charged to customers. A regional power planning board should be established to develop demand forecasts, analyze costs of alternative means of balancing supply and demand, and develop a public involvement program. Assure electrical conservation, realistic pricing, and development of cost-effective system reserves. Consider authorizing BPA to reduce power to any industry not meeting efficiency standards; direct BPA to renegotiate contract provisions for power interruptions; and require BPA to report to the Secretary of Energy on the costs of means of providing system reserves. Rates for all large industrial customers should be uniform. Direct the Corps of Engineers, through the Federal Energy Regulatory Commission (FERC), and the regional utilities to install equipment to reduce fish mortality; consolidate fishery responsibility into one council and direct it, the Corps, the Bureau of Reclamation, and the FERC to agree on stream flows; provide funds for the council to direct the release of water; and direct the Secretary of the Interior to report on needs to consolidate and improve effectiveness of fish and water management.

110368

Agricultural Trade: Issues Affecting U.S. Agricultural Policy. CED-79-130; B-114824. September 14, 1979. 14 pp.

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Budget Function: Commerce and Housing Credit: Other Advancement and Regulation of Commerce (376).
Organization Concerned: Department of Agriculture; Department of State.
Abstract: An examination of the issues arising from increased U.S. agricultural trade focused on the unexpected effects this trade might have on the well-being of U.S. farmers and on the agricultural structure of the U.S. trading partners. U.S. exports which are sold at a relatively inexpensive price may help subsidize the agricultural systems of some developed countries, but may hinder agricultural development in some developing nations. The United States imports about $14.8 billion in agricultural products yearly. While the food imports offer the domestic consumer a greater seasonal variety at competitive or lower prices, they may threaten the viability of certain U.S. farmers in addition to contributing to income inequities within the exporting countries. U.S. agricultural trade with Mexico provides examples of how some of these issues are manifested. An export plan to develop a large agricultural district in Baja California would give Mexico the capacity to grow produce the year round, and place Mexico in more direct competition with U.S. producers, particularly in California. Mexico's inequitable income distribution is a manifestation of its agricultural development policies. Only 4.5 percent of Mexico's farmers control 35 percent of the irrigated farm land. U.S. agricultural plans are interrelated with a variety of other interests: grain sales have provided

income with which the United States has purchased oil; and the fruit and vegetable and grain trade between Mexico and the United States is related to U.S.-Mexican oil negotiations. The development of trading patterns such as these raises a fundamental issue about the course of U.S. agriculture in terms of the domestic farm structure: whether production of various foods should be further concentrated in specific geographical areas, or whether various U.S. regions should develop greater self-sufficiency in a variety of staple crops. This issue is basic to the structure of the rest of the food system, since the location of crop production determines the structure of food marketing. Any change to U.S. agricultural policy should be analyzed carefully to determine its probable domestic and foreign trade impacts.

110372

Enforcement Problems Hinder Effective Implementation of New Fishery Management Activities. CED-79-120; B-177024. September 12, 1979. 34 pp. plus 4 appendices (18 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food (1700).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Other Natural Resources (306).

Organization Concerned: Department of Transportation; Department of Commerce; United States Coast Guard; National Oceanic and Atmospheric Administration: National Marine Fisheries Service.

Congressional Relevance: Congress.

Authority: Atlantic Tunas Convention Act of 1975 (16 U.S.C. 971). Fishery Conservation and Management Act of 1976 (P.L. 94-265). 18 U.S.C. 1905.

Abstract: The Fishery Conservation and Management Act of 1976 extended U.S. fisheries management to 200 miles from the territorial sea baseline. The Act authorizes management plans and implementing regulations to protect the fishing stocks from overfishing and to rebuild overfished stocks. It also prohibits foreign fishing in these waters if the domestic vessels have the capacity to catch the optimum yield of the fishery. The U.S. Coast Guard and the National Oceanic and Atmospheric Administration's (NOAA) National Marine Fisheries Service (NMFS) have joint responsibility for enforcing the regulations to implement these fishery management plans. Plans for about 70 species will be developed, and GAO reviewed two of the nine plans already in effect. ***Findings/Conclusions:*** Better enforcement of present plans is needed and steps should be taken to avoid similar problems in plans not yet issued. Many domestic fishing regulations which are impractical, confusing, and constantly changing, hamper effective enforcement. The State regulations that exist have not been coordinated with with Federal guidelines. It is an impossible task for Federal enforcement authorities to determine where the fish were caught which is necessary to prove a violation. The Coast Guard and the NMFS have not set specific goals or decided what methods and how much staff and equipment are needed to meet the goals. Some Coast Guard personnel are inadequately trained in identifying fish, and since there is a lack of personnel to enforce the law, they are frequently transferred to help out temporarily elsewhere. Coordination is lacking between the Coast Guard and the NMFS, as well as within the NMFS. Penalties have not been strong enough to deter violations; the profit to be gained far outweighs the penalty if violators are caught. Even though the number of foreign vessels fishing the U.S. waters has decreased, as has the volume of their catches since the law went into effect, enforcement could be more effective in many ways. Foreign countries are not being charged the full fee due on their catches since there is no system to verify the accuracy of catch statistics. The high turnover rate of observers and the long time needed for training hampers enforcement. Since the observers do not report violations until they return from sea, a delay of several months can occur. ***Recommendation To Agencies:*** The Secretary of Commerce should require that existing plans and regulations be revised to strengthen enforcement by (1) changing to dockside from at-sea enforcement wherever possible; (2) establishing landing limitations on a trip basis rather than a weekly basis; (3) establishing a single quota for each species regardless of where the catch was taken within the fishery conservation zone; and (4) limiting the number of nets a vessel can carry on board. Similar problems require that the practicality and feasability of enforcement strategies and approaches are considered in the approval process for all future plans, and that States be encouraged to regulate fishing in territorial waters and preemptive action be taken when their failure to do so prevents implementation of the Federal fishery management plans. The Secretary of Commerce should also direct NOAA to develop specific enforcement goals, devise strategies and techniques to achieve these goals, identify the resources necessary to carry out these strategies, and ensure that stiffer penalties are imposed with collection action being pursued rigorously. The Administrator of NOAA should be directed by the Secretary of Commerce to strengthen the foreign fishing enforcement program by (1) improving the observer program by reducing the turnover rate of the observers so that they can develop proficiency to perform both the biological sampling and the compliance function and by assuring that foreign violations identified by the observers are processed in a timely manner; (2) requiring that observer reports be used on a routine basis to verify the catch reported by foreign vessels; and (3) assuring that penalties for violations are assessed and collected promptly. The Secretary of Transportation should direct the Commandant of the Coast Guard to assure that personnel engaged in fishery enforcement receive adequate training, particularly in the identification and documentation of violations.

110382

Inventory of Federal Food, Nutrition and Agriculture Programs. CED-79-125; B-114824. September 11, 1979. ***Released*** September 11, 1979. 43 pp. plus 6 appendices (15 pp.).

Report to Senate Committee on Appropriations; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Federal Food Policy Decisionmaking Structure (1715); Evaluation Guidelines and Methodology (2600); Alternative Methods of Achieving Program Objectives (3600).

Contact: Community and Economic Development Division.

Budget Function: General Government (800);. Congressional Information Services (1008).

Organization Concerned: Department of Agriculture; Office of Management and Budget.

Congressional Relevance: *Senate* Committee on Appropriations; *Senate* Committee on Agriculture and Forestry.

Abstract: In cooperation with the U.S. Department of Agriculture (USDA) and the Office of Management and Budget, GAO developed a prototype food, agriculture, and nutrition program inventory (FANI). Four major factors prompted the development of this model inventory system: (1) the increasing uncertainty of world food demand; (2) the need for a central source to provide information on the numerous food, agriculture, and nutrition-related programs administered by Federal agencies; (3) growing public demand that government productivity be maintained or enhanced; and (4) increased attentiveness on the part of Congress to its oversight duties. GAO created an index that defined 359 programs in 28 agencies according to sector of society, beneficiary, function, and scope. The FANI survey made use of a data collection instrument which contained the following 16 information elements: Program Title, Administering Body, Program ID Codes, Statutory Authority, Financial Data, Authorization, Program

Description, Program Descriptors, Codes, Congressional Committee Jurisdiction, Related Programs, Program Reports, Agency Contact, Date Form Completed, Staff Member Completing Form, and Source of Information. ***Findings/Conclusions:*** The creation of walkways between FANI and other inventory systems, budget/control, and planning/forecasting systems in the public and private sector would enable analysts and managers to compare and relate measurements of success and composite program evaluations to current conditions and future forecasts. To insure the usefulness of FANI (or any inventory system) beyond its developmental stage users should develop and utilize indicators of success, select a set of indicators that reflect the conditions of the environment and society, and develop a method to draw together all program inventories and indicators of success. FANI can be used as a model to develop similar inventories for other issues such as health, transportation, land use, communications, etc., and thereby assist Congress and other decisionmakers in oversight and program evaluation. To fully realize the usefulness of FANI and other information tools to decisionmakers, four questions need to be answered: (1) How best can FANI be refined and maintained on an ongoing basis within USDA? (2) How can the methods developed in this prototype effort best be coordinated with the activities regarding the Sunset legislation? (3) What is the best way to link FANI to a set of environmental, social, technical, and economic indicators? (4) How can FANI be coordinated with a futures-oriented system to assess single and cross issue impacts?

110389

Farmers Home Administration and Small Business Administration Natural Disaster Loan Programs: Budget Implications and Beneficiaries. CED-79-111; B-167790. August 6, 1979. ***Released*** September 19, 1979. 37 pp. plus 4 appendices (33 pp.).

Report to Sen. Edmund S. Muskee, Chairman, Senate Committee on the Budget; Sen. Henry L. Bellmon, Senate Committee on the Budget.

Issue Area: Domestic Housing and Community Development: Adverse Effects on Communities From Natural Catastrophes (2158); Program and Budget Information for Congressional Use (3400).

Contact: Community and Economic Development Division.

Budget Function: Community and Regional Development: Disaster Relief and Insurance (453).

Organization Concerned: Small Business Administration; Department of Agriculture; Farmers Home Administration.

Congressional Relevance: *Senate* Committee on the Budget; *Sen.* Edmund S. Muskee; *Sen.* Henry L. Bellmon.

Authority: Legislative Reorganization Act of 1970. Small Business Act (15 U.S.C. 636 (a)). P.L. 94-305. Disaster Relief Act of 1970.

Abstract: The Small Business Administration (SBA) disaster assistance loan volume increased from $200 million in 1977 to $2.5 billion during fiscal 1978, while Farmers Home Administration (FmHA) disaster assistance loans increased from $1.2 billion to $3.4 billion for the same period. The increase caused a severe impact on the SBA budget, but had little impact on the FmHA budget. Because a uniform factor for measuring disaster could not be found, GAO was unable to determine the correlation existing between disaster severity and the amount of loans made. Since FmHA has developed an expertise for dealing with farmers' unique needs, the need for SBA to make natural disaster assistance loans to farmers seems questionable. ***Findings/Conclusions:*** In a review of a sampling of SBA and FmHA loans, GAO found that many loans went to borrowers who could get credit from other sources. A FmHA test to screen out those who could get credit elsewhere was ignored or received only cursory attention. Limiting the disaster assistance loans to borrowers unable to obtain credit from other sources could target the loans to disaster related needs. The recommendations in a 1978 GAO report concerning FmHA and SBA disaster assistance loan programs are still valid, because the problems that prompted them still exist. These recommendations are: to amend the Small Business Act so that SBA would no longer be authorized to make disaster loans to farmers; if the Small Business Act is not amended in this manner, the Congress should require the two agencies to work together to achieve consistency; Congress should maintain the FmHA credit-elsewhere requirement and enact legislation to impose a similar requirement on the SBA program; and the Secretary of Agriculture should direct FmHA to propose legislation revising the agency's minimum loss criteria. The Department of Agriculture has been reluctant to propose such legislation. ***Recommendation To Congress:*** It is recommended that Congress strengthen the criteria in the FmHA program in the manner described in the previous GAO report. The Congress needs to take this action if it wishes to restrict disaster loans to the amount of loss that exceeds drops in farm income in 1 year that would normally be expected in a farm operation. Further, if SBA continues to make disaster assistance loans to farmers, the Congress should also establish in this program the same minimum loss eligibility criteria. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the FmHA Administrator to clarify FmHA's test for credit elsewhere for all county supervisors and review all disaster assistance loans made in fiscal year 1978 for possible referral to other credit sources.

110393

Preserving America's Farmland--A Goal the Federal Government Should Support. CED-79-109; B-114833. September 20, 1979. 65 pp. plus 4 appendices (7 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Land Use Planning and Control: Federal Programs for Non-public Lands and Related Resources (2307).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (352).

Organization Concerned: Department of Agriculture; Council on Environmental Quality; Environmental Protection Agency; Soil Conservation Service; Farmers Home Administration; Department of Housing and Urban Development; Department of Transportation.

Congressional Relevance: *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Food and Agriculture Act of 1977 (P.L. 95-113; 91 Stat. 913). H.R. 4569 (96th Cong.). National Environmental Policy Act of 1969 (42 U.S.C. 4321). National Housing Act (12 U.S.C. 1701). Rural Development Act of 1972 (7 U.S.C. 1010a). Soil and Water Resources Conservation Act of 1977 (P.L. 95-192; 91 Stat. 1407). Surface Mining Control and Reclamation Act of 1977 (P.L. 95-87; 91 Stat. 445). Land Conservation Act (Cal. Gov't Code §51200 et seq.). H.R. 3510 (94th Cong.). H.R. 11020 (95th Cong.). H.R. 11122 (95th Cong.). H.R. 4569 (95th Cong.). H.R. 5882 (95th Cong.). H.R. 5883 (95th Cong.). H.R. 7235 (95th Cong.). H.R. 8789 (95th Cong.). S. 984 (94th Cong.). S. 1616 (95th Cong.). S. 2757 (95th Cong.).

Abstract: Farmland is essential to the Nation's abundant agricultural production which has not only fed U.S. citizens well, but has been a positive contributor to the balance of payments and to humanitarian commitments to developing countries. In 1975 about 338 million acres of all rural land, including 221 million acres of cropland, were in the Department of Agriculture's (USDA) top two land capability classes. Land losses for urbanization and other nonfarming purposes, estimated at 3 to 5 million acres a year, coupled with the leveling off of agricultural productivity, pose serious questions about the Nation's ability to maintain its role as an economical food producer and exporter. Since the 1973-74 grain purchases by the Soviet Union which eliminated surpluses and sharply increased commodity prices, there has been a growing concern about the loss of farmland. Opinions vary, however, on how much farmland is being lost, its impact on the Nation's future, and what role the Federal Government should play to protect it. Emerging evidence suggests that technology may not continue to increase productivity at past levels and compensate for the loss of prime and other farmland. Governmental control of land use traditionally rests with State and local governments, and over the years some have adopted or considered various approaches to curtail farmland conversions such as preferential tax assessments, zoning, variable capital gains taxes, and sales and tranfers of development rights. The Federal Government's role in retaining farmland is still evolving and Congress has recognized the importance of prime farmland, but has not yet enacted a policy which is comprehensive. Some bills introduced in Congress, but not enacted would have established a national farmland policy and described Federal responsibilities in advancing that policy, including Federal support for State and local farmland preservation efforts. ***Findings/Conclusions:*** Replacement or expansion of land in the farmland base involves significant tradeoffs and limitations on water, energy environment, and cost. The proportion of agricultural production dependent on energy- and cost-intensive irrigation systems is rapidly increasing. Preserving farmland has been given little consideration or low priority and has usually been outweighed by other interests in Federal projects. Furthermore, Federal or Federally assisted projects often result in the direct and/or indirect taking of prime and other farmland. One problem may be the conflict between the information regarding the importance of preserving prime farmland which is furnished to agencies, and USDA publications which cite large potential cropland reserves and production capabilities. State and local methods to preserve the land have had limited impact on its loss, and none of the methods used are likely to insure that land will be kept in agricultural production. There is insufficient data and a lack of uniform criteria to help Federal agencies evaluate the impact of losing farmland and to balance this loss against other national interests, including food production and food prices. A widely publicized national policy identifying the national interest in and goals for protecting and retaining farmland could: (1) guide and support land-use planning and decisions by the Federal, State, and local governments; (2) encourage intergovernmental coordination and cooperation in managing the land; and (3) promote public investment patterns that will minimize adverse impacts on farmland. ***Recommendation To Congress:*** The Congress should: (1) formulate a national policy on protecting and retaining farmland; (2) set a national goal as to the amount and class of farmland that should be preserved; (3) periodically assess the impact of farmland losses on the established goal; and (4) delineate the Federal Government's role in guiding and helping State and local efforts to retain farmland. If the Congress decides to provide Federal support to States and political subdivisions to carry out farmland preservation programs as proposed in bills now before the Congress, it should specifically set out the criteria which such programs have to meet. This criteria should provide, among other things, that agricultural areas be geographically defined and preferably correspond to areas that contain the most prime farmland, and that agricultural use and prime farmland be clearly and specifically defined. ***Recommendation To Agencies:*** The Secretary of Agriculture should: (1) develop additional data on, and make analyses of, the significance of losing prime and other farmland; (2) insure, through periodic reviews, that all USDA agencies evaluate the loss of prime and other farmland in their project approval processes in consonance with the Secretary's October 1978 land-use policy statement; and (3) require that additional analyses be made of the USDA potential cropland estimates in terms of how much land is likely to be converted considering current land use, production tradeoffs, development problems and costs, and other economic values, such as changes in the relationship of production and development costs to commodity prices, and that the results be published. The Secretary of Agriculture and the Chairman of the Council on Environmental Quality should undertake a joint effort to develop criteria to guide Federal departments and agencies in determining and evaluating the impact of their proposed projects and actions that affect prime and other farmland losses with other national interests. The Chairman of the Council on Environmental Quality should instruct Federal departments and agencies to include in their environmental impact statements and other environmental review documents a discussion of their analyses relating to the criteria recommended above.

110444

[Nutrition Research Methods and Technology]. September 25, 1979. 12 pp. plus 1 appendix (1 p.).

Testimony before the House Committee on Science and Technology: Science, Research and Technology Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Health, Education, and Welfare; Department of Agriculture.
Congressional Relevance: *House* Committee on Science and Technology: Science, Research and Technology Subcommittee.
Authority: Food and Agriculture Act of 1977.
Abstract: Human nutrition research has become complex and multidisciplinary. It is apparent that the best hope for achieving any significant extension of life expectancy lies in the area of disease prevention. Diet and nutrition are major factors in preventing disease and other health problems. The economic costs of health care and disease are a large and growing burden on the nation's resources. An American public sensitive to health and nutrition is vulnerable to fads and unsupportable claims promoting various dietary substances and practices. Additional research is needed to update and expand food composition data and develop improved and inexpensive methods for determining food composition and the biological availability of nutrients. Current and comprehensive information on food composition is important for planning diets to meet nutritional requirements. Research is needed to improve methods of determining the effects of food production, processing, and preparation procedures on food composition and nutrient availability. Actions by the Departments of Agriculture and Health, Education, and Welfare to improve nutrition intelligence include efforts to speed up data collection and availability and improve the utility and quality of data obtained. The most important action taken is the jointly developed proposal for what amounts to a comprehensive system of nutrition intelligence. The proposal recognizes major problems in existing activities. However, it demonstrates a lack of specificity and agreement between departments and a lack of agreement on how an important decennial survey would be conducted. The proposal also causes concern about the role of the system in program evaluation, and the inadequacy of the coordination mechanism.

110516

United States - Japan Trade: Issues and Problems. ID-79-53; B-162222. September 21, 1979. ***Released*** October 9, 1979. 191 pp. plus 3 appendices (14 pp.).

Report to Sen. Lloyd Bentsen, Chairman, Joint Economic Committee; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608).
Contact: International Division.
Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Congressional Relevance: *Joint* Economic Committee; *Sen.* Lloyd Bentsen.

Abstract: From 1976 to 1978, the deficit in U.S. trade with Japan grew two and a half times, from $5.3 billion to $11.6 billion. Total Japanese world trade between 1975 and 1978 showed mounting surpluses, while the United States experienced growing deficits in that category. Trade figures available for 1979 suggested that the U.S. world trade deficit was decreasing; showed substantial reduction in the U.S. deficit with Japan; and indicated a sharp decrease in Japan's global trade surplus. GAO examined the broad underlying factors affecting both countries' world trade posture and used case studies from the computer, automobile, telecommunication, color television, machine and tool, log and lumber, and soybean industries to illustrate the corporate experiences of U.S. firms attempting to market in Japan. ***Findings/Conclusions:*** Traditionally, Japan pursued a policy of aggressive world marketing of its own manufactured goods while protecting home markets through high tariffs and nontariff barriers. Although official trade policies lowered these barriers in all of the industries studied except telecommunications, attitudes on the part of U.S. businessmen and mid-level Japanese government officials failed to keep pace with official policy and exerted a drag on change in the trade imbalance. GAO discussed factors affecting the trade performance of the two countries and contrasted their trade policies. Five general areas of difference emerged from this analysis: (1) Japan enjoyed a far higher ratio of personal savings to disposable personal income than the United States, leaving a higher percentage available for investment in new plants and equipment; (2) while the United States spent proportionately more on research and development, the Japanese share of U.S. patents awarded to foreign nationals nearly doubled from 1970 to 1977, showing Japan's rising capability in this area; (3) Japanese industry lost far less time to strikes than U.S. industry, enhancing Japan's international competitiveness; (4) traditional Japanese reliance on foreign trade engendered a higher level of "export consciousness" than has developed in the United States; and (5) Japan, unlike the United States, made careful, long-range analysis of world market trends and the capacity of its industries to meet these trends, and encouraged its stronger industries to compete for contested world markets.

110554

[Issues and Problems Relating to United States-Japan Trade]. October 10, 1979. 21 pp.
Testimony before the Joint Economic Committee; by Elmer B. Staats, Comptroller General.

Contact: Office of the Comptroller General.

Congressional Relevance: *Joint* Economic Committee.

Abstract: A comparative analysis of U.S and Japanese trade policy studied the experience of firms that have been successful in penetrating Japanese markets and those firms which have encountered frustration. The steadily increasing deficit in U.S. trade with Japan between 1976 and 1978 resulted in widespread concerns in the United States. In comparing U.S. and Japanese policies, the sharpest contrast is found in the different approach toward the identification of what is suitable export industry. In the United States there is no analysis of export potential among industries. Japan's commercial policy rests on identifying industries with strong export potential and providing them with support. Japan encourages its strong industries; the United States protects its weak ones. The trade imbalance between the United States and Japan has been caused by a mix of several elements: a weakening in U.S. manufacturing productivity and competitiveness; a trade policy that is import rather than export oriented; and Japanese tariff and nontariff barriers. Although various factors affect U.S. sales to Japan, including the domestic market orientation of U.S. industry, efforts should be made to overcome the inequities in the bilateral trade. U.S. industry must be encouraged to address the underlying economic factors which affect its international competitiveness.

110560

Perspectives on Trade and International Payments. ID-79-11A; B-162222. October 10, 1979. 71 pp. plus 2 appendices (9 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Monetary Issues and International Investment and Other Capital Flows (606).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Department of Commerce; Department of State; Department of the Treasury; Office of the Special Representative for Trade Negotiations.

Congressional Relevance: Congress.

Authority: Export-Import Bank Act of 1945 (P.L. 95-630). Agricultural Trade Act of 1978 (P.L. 95-501). Foreign Earned Income Act of 1978 (P.L. 95-615). International Banking Act of 1978 (P.L. 95-369). Export Administration Amendments of 1977 (P.L. 95-52).

Abstract: Growing concern over the U.S. trade deficit in 1978 and 1979 and depreciation of the dollar in foreign exchange markets caused concern over U.S. trade policies. In order to help fill the need for long-range world trade information, a detailed report was compiled from past GAO reports and testimony, published data on the issues discussed, and from agency and congressional records, testimony, and reference material. The following questions are posed as chapter headings and explored in detail: (1) What has happened with U.S. trade and payments problems since 1975? (2) Is there a coherent international trade policy? (3) Is the Government's organization adequate for handling trade matters? (4) Will the dollar exchange rate redress the trade imbalance? (5) Can export controls be administered better to support U.S. export goals? (6) Can foreign trade barriers/import restrictions be reduced? (7) Should something be done about imports? (8) Are changes needed in U.S. investment policies? (9) Can productivity be increased to make U.S. products more competitive? (10) What is the relationship between technology transfer and trade? (11) What effect does government regulation have on exports and imports? (12) Will government promotion increase U.S. exports? (13) What export financing assistance should be made available to exporters? (14) Can the U.S. payments position be improved through better administration of collections and payments? Appendices included in the report present a review of trade and payments legislation and a directory of selected GAO reports on trade and international payments issued since July 1973.

110561

Perspectives on Trade and International Payments; Executive Summary. ID-79-11; B-162222. October 10, 1979. 22 pp.
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Monetary Issues and International Investment and Other Capital Flows (606).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (152).

Organization Concerned: Department of Commerce; Department of Transportation; Office of the Special Representative for Trade Negotiations.

Congressional Relevance: Congress.

Abstract: Growing concern over the U.S. trade deficit in 1978 and 1979 and depreciation of the dollar in foreign exchange markets stimulated a reexamination of U.S. trade policies. In order to help fill the need for long-range world trade information, an examination was made of four prominent economic forecasts. The following issues were raised for consideration by U.S. policymakers: trade policy coherence, organizational adequacy, exchange rates, export control administration, foreign trade barriers, U.S. imports, investment flows, productivity, technology transfers, government regulations, export promotion, export financing, and the administration of U.S. international collections and payments. The discussion of each problem area was directed toward assisting policymakers to reexamine traditional approaches to trade policy and to establish well-articulated, organized, and focused responses to international trade problems which have long been disregarded.

110563

[Implementation of New Fishery Management Activities]. October 12, 1979. 13 pp.

Testimony before the House Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: United States Coast Guard; National Oceanic and Atmospheric Administration: National Marine Fisheries Service.
Congressional Relevance: *House* Committee on Merchant Marine and Fisheries: Fisheries and Wildlife Conservation and the Environment Subcommittee.
Authority: Fishery Conservation and Management Act of 1976.
Abstract: The U.S. Coast Guard and the National Marine Fisheries Service have joint enforcement responsibility to manage both domestic and foreign fishing within 200 miles of the U.S. coastline. Nine fishery management plans have been approved and implemented, and about 70 will ultimately be developed. A review of the Atlantic Groundfish Plan and Surf Clam Plan showed that enforcement of regulations has not been effective because: (1) the nature of the regulations make them difficult to enforce; (2) enforcement goals and strategies have not been established; (3) coordination within the Fisheries Service and between the Fisheries Service and the Coast Guard has been inadequate; and (4) appropriate penalties have not been assessed in a timely manner. Effective enforcement of the Surf Clam Plan cannot be achieved until the Plan is revised to require dockside enforcement and restrictions are imposed on the quantity of clams that each vessel may land. The quarterly quotas established for Atlantic groundfish cannot be enforced because it is impossible to determine in which location the fish are caught without continuous surveillance of the fishing vessels. Dockside inspections can verify the total quantity being landed, but not the source. Dockside enforcement has been further complicated by weekly quotas rather than trip quotas for cod and haddock. Some States have no regulations for their territorial sea, and others have regulations which differ from those established for the fishery conservation zone. As a result, enforcement personnel must determine where fish were caught in order to prove a violation, and this is impossible to do. The Fisheries Service Enforcement Program is also affected by the limited number of personnel available. The Service has not defined the role of its agents or provided guidance to them on how to use their time most productively, and many Coast Guard personnel are not trained in fish identification and do not understand the regulations. It is suggested that the Fisheries Service and the Coast Guard should confirm the accuracy of catch statistics reported by foreign vessels.

110577

[Severe Storms Research Activities]. October 10, 1979. 3 pp.

Report to Richard A. Frank, Administrator, National Oceanic and Atmospheric Administration; by Wilbur D. Campbell, Associate Director, GAO Community and Economic Development Division.

Issue Area: Science and Technology: Increased Application of Science and Technology to the Solution of State and Local Government Problems (2006).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Other Natural Resources (306).
Organization Concerned: National Oceanic and Atmospheric Administration; National Weather Service; National Oceanic and Atmospheric Administration: Federal Coordinator for Meteorological Services and Applied Research; National Oceanic and Atmospheric Administration: Environment Research Laboratories; National Oceanic and Atmospheric Administration: Assistant Administrator for Oceanic and Atmospheric Services; National Oceanic and Atmospheric Administration: Assistant Administrator for Research and Development.
Abstract: A review was made of the severe storms research activities within the National Oceanic and Atmospheric Administration (NOAA). ***Findings/Conclusions:*** There is a need for improved communication and coordination between the group that is responsible for issuing public forecasts and warnings and the group that is responsible for research to improve forecasting and warning capability. The problem is complicated by the fact that there is no common definition of severe storms. It is evident that there are several unmet research needs and that research costs may become increasingly expensive. Significant improvements can be made in achieving common goals and objectives by better blending the perceptions of the forecasters and scientists as to what research is needed to better utilize existing resources. ***Recommendation To Agencies:*** Formal procedures should be established that require the National Weather Service to periodically identify and prioritize severe storms and other research necessary to support its operational program, and that such data can be used by the Environmental Research Laboratories in developing research plans and formulating specific research projects. The Federal coordinator should, in cooperation with the appropriate Assistant Administrators, compare weather service needs with research activities in order to evaluate project relevance and provide greater confidence that operational goals are being met in an effective manner.

110599

The Federal Weather Program Must Have Stronger Central Direction. LCD-80-10; B-133202. October 16, 1979. 36 pp. plus 6 appendices (28 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Military Preparedness Plans (0800).
Contact: Logistics and Communications Division.
Budget Function: National Defense: Department of Defense - Military (except procurement and contracts) (051).
Organization Concerned: Department of Defense; Department of Commerce; National Weather Service; Office of Management and Budget; Department of Agriculture; Department of Energy; Department of Transportation; National Aeronautics and Space Administration; Environmental Protection Agency; Department of the Air Force: Air Weather Service; Bureau of the Budget; Department of the Navy: Naval Oceanography Command.
Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Government Operations; *Senate* Committee on Appropriations; *Senate* Committee on Appropriations: Defense Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Governmental Affairs: Permanent Subcommittee on Investigations; Congress.
Authority: P.L. 87-843. P.L. 89-306. H.R. 13715 (95th Cong.). BOB Circular A-62.
Abstract: The objectives of the Federal weather program are to: reduce the economic and social impact of natural disasters,

promote the Nation's welfare and economy, preserve and enhance the quality of the environment, and strengthen national security. To meet these objectives, seven Federal agencies are involved in basic or specialized weather services: the Departments of Commerce, Defense, Energy, Agriculture, and Transportation; the National Aeronautics and Space Administration; and the Environmental Protection Agency. Basic services, which constitute the analysis and forecast process, meet public needs and fulfill requirements common to two or more agencies. Specialized services are developed by tailoring this basic data to specific purposes, such as aviation, marine, agricultural, or military applications. Planned expenditures for basic and specialized programs and supporting research to be conducted by the agencies total $763 million during fiscal year 1979. The Departments of Commerce and Defense have the most extensive operational programs. They operate the Nation's three major weather organizations: the National Weather Service (NWS), which is under the Department of Commerce, and the Air Weather Service and the Naval Oceanography Command, which are under the Department of Defense. Operational weather forecasts are made by each organization's primary center, specialized centers, and local and regional forecast service offices. Because these three organizations provide both basic and specialized services, they can be considered the heart of weather operations. The specialized centers provide such services as severe storm or hurricane forecasts, and the forecast offices primarily translate basic services received from the primary and specialized centers into specialized forecasts. ***Findings/Conclusions:*** Overlapping Federal weather programs have concerned both the Congress and the Office of Management and Budget (OMB) for more than a decade. In 1963, Circular A-62 was issued by the Bureau of the Budget to provide agencies with policy guidelines governing weather services. The circular established a Federal policy for assessing agency roles in weather activities and for setting goals to be achieved by effective coordination. Although the circular gave the Department of Commerce a central role in meeting and coordinating the Government's weather information needs, it did not designate Commerce as the single central manager of weather service. Instead, Commerce was made responsible for identifying inefficient and uneconomical operations through systematic reviews and integrated planning of basic and specialized services. Each of the three major weather organizations operates its own primary computer center using a similar forecasting process. Each of the three centers plans to increase its computer capabilities, but has not considered the others' requirements or capabilities when making plans. Commerce has not made an indepth study of the need for three centers. ***Recommendation To Congress:*** Congress should enact legislation which would: reaffirm the central agency role for weather and specifically define its authority and responsibilities concerning civil and military weather organizations; and strengthen the central agency's role by requiring it to assist OMB in its annual review of agencies' budget submissions by providing comments and recommendations on budgeted activities and on their consistency with the central agency's overall Federal plan or plans. ***Recommendation To Agencies:*** The Secretary of Commerce should direct the Federal Coordinator to: develop a comprehensive Federal weather plan designed to fully streamline and integrate weather responsibilities, capabilities, and services; and develop a formal review system that would require Federal agencies to submit revised or new weather service requirements and require formal justification why the requirements cannot be met through existing services. The Director of OMB should sponsor an independent study to evaluate the computer needs of the three primary centers and any related centers in research to identify the best service arrangements. The purpose of the study should be to reduce overall computer requirements and to obtain lower capital and operating costs, as well as to obtain such benefits as standardization, greater backup capability, and economies of scale and specialization.

110604

[Proposed Amendments to the Food Stamp Act 1977]. October 17, 1979. 10 pp.

Testimony before the House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture.

Congressional Relevance: *House* Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee.

Authority: Food Stamp Act of 1977. P.L. 96-58. H.R. 4318 (96th Cong.).

Abstract: Under the food stamp program, overissuances have been caused by recipient and administrative errors as well as by fraud. H.R. 4318 and Public Law 96-58 contain several measures to tighten food stamp program integrity which, if properly implemented, could result in substantial savings. The bill would hold States liable for erroneous benefit issuances in excess of target rates. However, penalties could involve substantial sums in States with large programs. A better approach would be to allow Federal reimbursement of State administrative expenses at the rate of 60 percent instead of the usual 50 percent for any State that reduces its error rate to less than 5 percent of benefits. A general approach of incentives has significant advantages over penalizing States for high error rates. The bill also provides for recovery of overissuance from recipients. Recipients who have been determined to have defrauded the program may not participate until they have agreed to repay the value of benefits they obtained fraudulently. Legislation should also be considered to aid in the recovery of overissuances where fraud cannot be proven. To encourage State efforts to recover fraudulent overissuances, States could be allowed to keep a percentage of all overissuances they recover, not just those due to fraud, as provided in current legislation. Another alternative would be to allow States to retain half of the recoveries of overissuances caused by recipient error, both fraud and nonfraud, but not those caused by State error. Finally the bill allows States to use retrospective accounting in order to base benefit determinations on the previous month's income. Each month's benefits after the first 3 months would be based on income 2 months earlier. Many of the bill's provisions have not been enacted as quickly as expected. Therefore, the savings anticipated for 1980 do not seem possible and the amount of savings for 1981 is uncertain.

110649

Changes Needed in the Administration of the Overseas Food Donation Program. ID-79-25; B-159652. October 15, 1979. 67 pp. plus 4 appendices (24 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Impact of Economic Assistance (0603); International Affairs: U.S. Participation in International Organizations (0609); Food: Federal Government Food Production System (1711).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151).

Organization Concerned: Office of Management and Budget; Department of State; Department of Agriculture; International Development Cooperation Agency; Agency for International Development.

Congressional Relevance: Congress.

Authority: Agricultural Trade Development and Assistance Act of 1954 (P.L. 78-480).

Abstract: A report assessed the performance of the U.S. food donation program abroad in terms of the congressional objectives of assisting needier countries and people and contributing to the development process. The program began under Title II of the Agricultural Trade Development and Assistance Act of 1954. The "New Directions" foreign assistance legislation of 1973 mandates that U.S. aid be used for programs aimed directly at improving the lives of the poorest people in the poorest countries. *Findings/Conclusions:* An investigation of the overseas food donation program revealed that congressional priorities were not being met. Shortcomings in the voluntary-agency and host-country storage, transport, and distribution networks and commodity availability restricted the program. In addition, the program was not coordinated with the U.S. development assistance program. The study showed that, in the existing management arrangements, the Agency for International Development (AID), the Department of Agriculture, and the Office of Management and Budget shared most operational decisionmaking authority. This system was found to fragment the authority of AID to conduct the program, to cloud accountability for the use of Title II monies, and to inhibit accomplishment of the "New Directions" mandates. A recently-enacted Title III of the 1954 act, which provides for partial crediting of payments for U.S. agricultural commodities in exchange for arrangements to apply equivalent amounts of currency to agreed-upon development projects, was reviewed but not included in formal recommendations pending closer study. *Recommendation To Congress:* Legislation should be enacted to centralize authority for Title II in AID and its new umbrella organization, the International Development Cooperation Agency (IDCA). *Recommendation To Agencies:* Whether or not program responsibility is transferred to IDCA/AID, the Administrator of AID should: (1) require that Title II be planned and programmed as an integral part of each country's assistance program; (2) establish a long-range planning and programing system to direct more food aid away from advanced countries and expand the program in poorer countries; (3) develop better means of identifying where and who the neediest people are in each country and focus our food on them; and (4) work with the voluntary agencies and host governments to build up the necessary country-level infrastructures that will be required to support expanded food aid programs in the poorer countries.

110660

[Discussion of H.R. 3508, the Pacific Northwest Electric Power Planning and Conservation Act]. October 19, 1979. 8 pp.
Testimony before the House Committee on Interstate and Foreign Commerce; by Douglas L. McCullough, Deputy Director, GAO Energy and Minerals Division.

Contact: Energy and Minerals Division.
Organization Concerned: Department of the Navy: Harold E. Holt Naval Communication Station, Australia; Bonneville Power Administration; Bonneville Power Administration: Federal Columbia River Power System.
Congressional Relevance: *House* Committee on Interstate and Foreign Commerce.
Authority: H.R. 3508 (96th Cong.).
Abstract: Answers were given to questions relating to proposed legislation concerning the Bonneville Power Administration. The legislation could expose regional consumers to more rate increases from powerplant construction cost overruns. Bonneville's contracting practices did not provide adequate financial protection, and their oversight efforts were hindered by staffing weaknesses. These areas should be strengthened. Additional energy sources should be diversified and developed only where necessary, and only the most cost effective developed first. Also, amendments to the legislation should be considered to limit the extent of Bonneville's participation in large powerplant construction and the costs that can be passed on to consumers. The legislation would enable direct service industrial customers to obtain new long-term contracts with Bonneville at substantially higher prices. The bill should be amended to assure industrial conservation of electricity and develop optional system reserves. The bill contained no provision to reverse the adverse impact of multipurpose dams on salmon and steelhead fish runs. It should be amended to encourage consolidation of management efforts, installation of improved facilities for fish passage, and establishment of minimum streamflows.

110669

[Farmers Home Administration's Emergency Loan Program for Production Losses]. October 19, 1979. 9 pp. plus 1 appendix (3 pp.).
Testimony before the House Committee on Agriculture: Conservation and Credit Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Farmers Home Administration; Small Business Administration.
Congressional Relevance: *House* Committee on Agriculture: Conservation and Credit Subcommittee.
Abstract: Farmers Home Administration's (FmHA) Emergency Loan Program for Production Losses was reviewed. A large increase in the volume of disaster assistance loans in fiscal year 1978 prompted congressional interest in examining and amending the programs under which such loans were made. FmHA production loss loans are made to farmers, ranchers, and aquaculture operators who have suffered a severe crop loss as a result of a natural disaster in the areas designated as disasters by the President or the Secretary of Agriculture. The 1978 loans were made at a subsidized interest rate, with the rates to the borrower ranging from 3 to 5 percent, while FmHA paid 8.3 percent to borrow the loan money. Sample production loss loan files from fiscal year 1978 in five States with high loan activity were examined to determine: (1) the financial status of the borrowers, (2) the average loan size and term, (3) how the loan proceeds were used, and (4) the extent to which the borrowers could have secured credit elsewhere. The average borrower had a net worth of $180,000, a gross annual income of $100,000, and a farm of about 750 acres. The average loan was about $55,000 and repayable over an 8-year period. There was little or no assurance that the loans were used for disaster-related purposes, particularly by the wealthier borrowers. Two problems that GAO had identified in an earlier report on the production loss loan program still existed. First, the FmHA loss eligibility criteria was unfair to farmers. Earlier it was demonstrated that small differences in gross income and variations in cash crop diversity among farmers could unfairly determine eligibility for production loss loans. Recommendations were made to FmHA at that time which, if implemented, would have eliminated remaining inequities. It is recommended that Congress strengthen the eligibility criteria in the manner described by GAO. The second lingering problem is that many loans apparently are made to borrowers who could get credit elsewhere at reasonable rates and terms because the FmHA "credit elsewhere" test was inconsistently enforced. Correction of these problems would confine federal lending to those borrowers most in need, prevent FmHA from competing with the private sector, and reduce the number of low interest loans made. GAO also provided a list of examples of FmHA borrowers whom it believed could have obtained credit elsewhere at reasonable rates and terms.

110696

Stronger Emphasis on Market Development Needed in Agriculture's Export Credit Sales Program. ID-80-01; B-114824. October 26, 1979. 58 pp. plus 8 appendices (33 pp.).
Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Optimizing the U.S. Advantage in Trade and Technology (608); Food: Federal Involvement in U.S.

Agricultural Commercial Export Sales (1714).
Contact: International Division.
Budget Function: International Affairs: International Financial Programs (155).
Organization Concerned: Department of State; Department of Agriculture; Department of the Treasury; Department of Justice; Commodity Credit Corp.; Foreign Agricultural Service; Office of the General Sales Manager; Economics, Statistics, and Cooperatives Service.
Congressional Relevance: Congress.
Authority: Cargo Preference Act (Merchant Marine). Food for Peace Act of 1966. Agricultural Trade Act.
Abstract: GAO reported on the need for stronger emphasis on market development in the Department of Agriculture's Export Credit Sales Program. This program, which was designed to supplement private export financing with interest-bearing Government credits, has been self-supporting and has an excellent repayment record. However, it was found to need more active management to help maintain and develop markets for U.S. agricultural exports. *Findings/Conclusions:* The administrative office for the program has been passively reviewing requests for credits case by case, making the program more vulnerable to secondary economical and political considerations. Little has been done to develop a country-by-country strategic market plan which would incorporate information on foreign competitors and establish the most effective combination of direct private sales, Government credits, and market promotion. The program does not have safeguards for avoiding the replacement of cash or privately financed sales with credits. A provision guarding against this was revoked. The program has been used to provide economic support to foreign countries rather than to develop foreign markets for U.S. agricultural goods. The program's compliance with administrative regulations has been good, except that U.S. exporters have not been providing documents evidencing entry of financed goods into destination countries. Also, exporters have been requesting numerous amendments to financing agreements, which are almost always approved without verification. *Recommendation To Agencies:* The Secretary of the Department of Agriculture should direct the Office of the General Sales Manager to establish commodity and country priorities for export activities; develop specific overall U.S. market share goals for high priority commodities and countries; establish target levels within these overall goals for the Export Credit Sales Program; establish procedures to assure the systematic collection and analysis of competitor information in order to determine the market development role of the Export Credit Sales Program; survey U.S. exporters annually to obtain pertinent information such as foreign credit terms, problem areas, and suggestions for Program improvement; expand its annual request to the Agricultural Attaches to include analyses of foreign competition and credit information; reinstate the provision in the GSM-5 regulations which precluded the registration of sales made prior to the date that financing became available; review a statistical sample of exporters' sales contracts each year to verify whether sales were contingent on the availability of credit; establish a formal review system that will assist management in determining whether credits actually increased U.S. agricultural exports; emphasize to the major recipient governments that it is not the purpose of the Program to provide economic support of a country's domestic budget or balance of payments; determine whether the economic benefits of credits are being passed through to the end users in recipient countries; seek written assurances from those governments which control the use of credits that they will pass through the full credit benefits to end users; shorten the repayment terms of credits for those countries which continue to maintain significant differences between the terms of credits and the internal terms of payment; ensure entry documents are properly submitted; amend GSM-5 regulations to require entry documents for all shipments, including those for commodities financed for 12 months or less; establish and implement procedures to physically verify, on a selected basis, the entry of commodities into the designated country; develop and implement procedures, including examination of sales contracts and other pertinent documents, to verify exporters' reasons for requesting amendments before approving these amendments. The Economics, Statistics, and Cooperatives Service should initiate studies to evaluate the credit aspect of foreign competition.

110709

[External Study Costs Funded under Foreign Assistance Appropriation]. B-163582. October 26, 1979. 2 pp.
Letter to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; by Elmer B. Staats, Comptroller General.

Contact: International Division.
Organization Concerned: Agency for International Development.
Congressional Relevance: *House* Committee on Appropriations; *House* Committee on Appropriations: Foreign Operations Subcommittee; *Rep.* Jamie L. Whitten; *Rep.* Clarence D. Long.
Authority: H.R. 4473 (96th Cong.).

110731

[Identification Requirements for Food Stamp Recipients]. October 30, 1979. 5 pp.
Testimony before the House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Agriculture.
Congressional Relevance: *House* Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; *House* Committee on Agriculture; *Senate* Committee on Agriculture, Nutrition, and Forestry.
Authority: Food Stamp Act of 1977.
Abstract: The Secretary of Agriculture has legislative authority to test ways to increase the efficiency of the Food Stamp Program and improve the delivery of benefits. In 1976, the Department of Agriculture considered testing alternative identification requirements both at the time food coupons are issued and at the time they are redeemed, but the Department has not as yet initiated the testing. Under current program procedures, the head of a household approved for food stamp benefits is issued an identification card. States may use photographs on the identification cards, but may not delay or deny benefits to households whose members are unwilling to be photographed. Recipients are required to show the identification cards when obtaining their food coupons and when redeeming the coupons at a retail store. Retailers are not required to ask for food stamp identification cards. In order to tighten the identification requirements, the Department should study several alternative identification measures. The Department should be able to obtain considerable information about the costs and benefits of photo-identification cards by studying the experiences at locations using this method. Tests should also be conducted on the following possibilities: perforating coupons with a household's food stamp identification number, stamping the identification number on the outside of each coupon book, and having recipients sign larger denomination coupons and then countersign when redeeming them. Another promising alternative would be to use photo-identification cards in conjunction with identification numbers perforated into or stamped on coupon books. The combination of photo-identification cards and identification numbers on coupon books would provide controls over both food coupon issuance and redemption. Households receiving their food coupons through the mail might not need photographs on their identification cards, however, because the purpose of the photograph is to identify

recipients when they obtain their coupons. In conclusion, it was suggested that the Department should consider, test, and evaluate as many different alternatives and combinations as practicable.

110752

Federal Weather Modification Efforts Need Congressional Attention. CED-80-5; B-133202. November 1, 1979. 22 pp. plus 2 appendices (10 pp.).

Report to Senate Committee on Commerce, Science, and Transportation; Senate Committee on Environment and Public Works; House Committee on Science and Technology; House Committee on Interior and Insular Affairs; by Elmer B. Staats, Comptroller General.

Issue Area: Science and Technology: Management and Oversight of Programs (2004); Environmental Protection Programs (2200); Water and Water Related Programs (2500).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Water Resources (301).

Organization Concerned: Office of Management and Budget; Department of Commerce; Department of the Interior; Bureau of Reclamation; National Oceanic and Atmospheric Administration; Department of Commerce: Office of the Secretary: Weather Modification Board; National Science Foundation.

Congressional Relevance: *House* Committee on Science and Technology; *House* Committee on Interior and Insular Affairs; *Senate* Committee on Commerce, Science, and Transportation; *Senate* Committee on Environment and Public Works.

Abstract: A coordinated approach to weather modification programs has never been established. Focusing on rainfall augmentation, GAO reviewed the general problems associated with current weather modification programs. ***Findings/Conclusions:*** GAO found that there was no national weather modification policy. No central authority directed the programs. Coordination has been ineffective, and research has been fragmented. The lack of integrated planning and coordination has inhibited progress toward a rainfall augmentation program. An earlier GAO report recommended development of a national program with goals, objectives, priorities, and milestones; and the designation of a central administrative agency. These recommendations were not carried out. The Weather Modification Advisory Board, agreeing with those recommendations, proposed: a congressional statement of national weather modification policy; and a clearly focused, integrated research and development program on learning more about how to modify the weather. ***Recommendation To Congress:*** Congress should set forth a national weather modification research and development policy and direct that a program be developed with goals, objectives, priorities, and milestones. Also, it should designate one agency to administer, maintain, and control the program. ***Recommendation To Agencies:*** The Secretaries of Commerce and the Interior should establish an integrated, formal planning program to help ensure coordination of their respective rainfall augmentation projects.

110766

[Review of DOD's Pork Purchasing]. PSAD-80-9; B-146700. October 26, 1979. 3 pp.

Report to Maj. Gen. E. W. Bowers, Commander, Department of Defense: Defense Personnel Support Center, Philadelphia, PA; by Jerome H. Stolarow, Director, GAO Procurement and Systems Acquisition Division.

Issue Area: Federal Procurement of Goods and Services (1900); Federal Procurement of Goods and Services: Major Problems That Prevent Agencies From Obtaining Effective Competition (1921); Federal Procurement of Goods and Services: Provide Greater Assurance That Only Those Products and Services of Minimum Type, Quantity, and Quality Are Ordered To Safisfy the Mission Needs (1952).

Contact: Procurement and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement & Contracts (058).

Organization Concerned: Department of the Army; Department of the Navy; Office of Federal Procurement Policy; Office of Management and Budget; Defense Logistics Agency; Department of the Air Force; Department of Defense: Defense Personnel Support Center, Philadelphia, PA; Department of Agriculture.

Congressional Relevance: *Rep.* Jim Mattox.

Abstract: A limited review of pork purchasing by the Department of Defense (DOD) examined the effects of recent purchasing policy changes. The competitive aspects of the procurement of pork chops, pork loin roasts, and bacon at a DOD facility were examined to determine the effects of a recent changeover from military specifications to commercial-type specifications. ***Findings/Conclusions:*** The review found some additional competition for the pork chops and roasts, and significantly lower prices for the roasts resulting from the recent changeover in procurement policy. However, a more restrictive specification for bacon resulted in higher prices. ***Recommendation To Agencies:*** The Commander of the Defense Personnel Support Center should direct the Defense Personnel Support Center staff to work with Department of Agriculture representatives to develop appropriate commercial-type specifications in accordance with the Government policy as stated in the May 24, 1976, Office of Federal Procurement Policy memorandum.

110803

U.S. Customs Service Misclassifies Tobacco Imports. GGD-80-19; B-114898. November 6, 1979. ***Released*** November 6, 1979. 15 pp. plus 3 appendices (10 pp.).

Report to Sen. Jesse A. Helms; Sen. Walter D. Huddleston; Rep. Walter B. Jones; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs (600).

Contact: General Government Division.

Budget Function: General Government: Legislative Functions (801); General Government: Other General Government (806).

Organization Concerned: Office of Management and Budget; United States Customs Service; Department of the Treasury; United States International Trade Commission.

Congressional Relevance: Congress; *Rep.* Walter B. Jones; *Sen.* Jesse A. Helms; *Sen.* Walter D. Huddleston.

Abstract: In response to interest generated by increases in the volume of imported tobacco, a study was made of the U.S. Customs Service's classification of tobacco imports. ***Findings/Conclusions:*** It was found that tobacco which has been processed into strips for use in the manufacture of cigars and cigarettes was incorrectly classified by Customs as scrap tobacco rather than stemmed cigar or cigarette filler. Since these classifications carry higher duty rates than scrap tobacco, as much as $188 million in import duties may have been lost in the 10 years preceeding November 1979. It was established that the term "scrap tobacco" was devised to classify the small particles broken from the leaves in handling, manufacturing cigars, or removing the stem from the leaves, and was not intended for tobacco in an advanced stage of completion for use in the manufacture of cigars and cigarettes. The hand-stemming process in use at the time the tobacco tariff schedules originated usually yielded two half-leaves free of stems as the principal product and scrap as a byproduct. Machine-stemming processes yield strips of tobacco much smaller than the pieces of stemmed leaf yielded by the hand-stemming process. Customs did not change its classification appropach over the years, despite changes in industry practices. Since tobacco duties are designed to reflect the stage in the manufacturing process that tobacco products have reached at the time they enter the country, processing tobacco so as to place it in a more usable form should not reduce the duties to be paid. GAO determined that the problem was with Customs' interpretation of the Tariff Schedules rather than the schedules themselves, but suggested legislation as the quickest way of settling the matter.

110835

[Nutrition Training of Health Professionals]. November 8, 1979. 14 pp.
Testimony before the Senate Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.
Organization Concerned: Department of Health, Education, and Welfare.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry: Nutrition Subcommittee.
Abstract: Information was provided on the status of nutrition education in medical schools. It was determined that, despite the importance of nutrition in medicine, nutrition was not taught adequately in many U.S. medical schools; this, in turn, has limited the ability of many physicians to make the best nutritional assessments or provide patients with the best counseling on diet. Although the need to teach physicians more about nutrition has been known for years, efforts sponsored by concerned professional and public welfare organizations to upgrade the amount and quality of nutritional training received by physicians in U.S. medical schools have been largely unsuccessful. A survey of four medical schools and three of their teaching hospitals revealed approaches to the nutritional status of patients that varied widely in thoroughness and reliability. In the schools themselves, it was found that none offered a complete nutritional curriculum; that in three schools nutritional courses were offered on an elective basis available to only 10 percent of the student body; and that the fourth school offered a nutritional seminar limited to 30 students. These findings were supported by other studies conducted by professional organizations, Government agencies, and public welfare organizations. It was felt that this kind of inaccessibility would lead medical school graduates to underrate the importance of nutrition in the practice of medicine and may be evident in the work of some practicing physicians. Despite congressional interest and legislation in the area of nutrition education, insufficient funds have been allocated on the agency level to achieve this goal. Where funds were applied, significant progress was made in developing nutrition education curriculums. Failure to follow up on the results of nutrition education grants means that insight that would be valuable to medical schools interested in developing nutrition education curriculums was lost. Funds made available in fiscal year 1979 for interdisciplinary training grants should aid in making medical students more aware of, and more likely to use, the services of other health professionals in the nutrition field. It was suggested that the Federal Government take the lead in encouraging, through educational grants, the development of greater awareness among physicians of the importance of nutrition in medicine.

110842

[Cost/Benefit Analysis--A Legislative Branch Viewpoint]. November 6, 1979. 9 pp.
Speech before the Third Annual Conference on the Economics of Remote Sensing Information Systems; by Frederick Chasnov, Field Operations Auditor, GAO Field Operations Division: Regional Office (Washington).

Contact: Field Operations Division: Regional Office (Washington).
Organization Concerned: Department of Agriculture; National Aeronautics and Space Administration; National Oceanic and Atmospheric Administration; Economic Research Service; General Accounting Office; Office of Technology Assessment; Library of Congress.
Congressional Relevance: *Senate* Committee on Appropriations.
Abstract: GAO reviews of three remote sensing information systems were presented with regard to economic and cost/benefit analysis issues. The 1975 review of the Landsat Program included the production of additional satellites, production of Landsat photoproducts and computer compatible tapes, and a variety of National Aeronautics and Space Administration (NASA) sponsored technical investigations. The objective was to provide an information report on this remote sensing technology to assist Congress in determining the direction of this program. Two contractor studies existed at the time concerning the costs and benefits of an operational Landsat system. Although the studies were comprehensive in their scope and treatment of applications, they were incomplete regarding cost analysis. While NASA provided the contractors with estimates of the satellite programs, it did not estimate related data processing and analysis costs. Therefore, GAO advised Congress that a decisionmaking Landsat and operational program was premature. Several problems were found with the methods the Large Area Crop Inventory Experiment Program employed to determine the feasibility of improving foreign crop production estimates. GAO believed that an operational program based on the "ratioing" technique was not warranted, and a comprehensive cost/benefit analysis project was recommended. Overall, the analysis was useful. Although GAO was not in complete agreement with the accuracy assessment of the current forecasting methodology or the improvements in this type of system, it was informed that any model developed could be adjusted to quantify the benefits of a range of performance improvements; these needed to be carefully evaluated. The Agriculture and Resources Inventory Surveys Through Aerospace Remote Sensing Program, a foreign commodity production forecasting project, also includes projects on domestic crops and land cover, renewable resources inventory and several others. Again, the lack of a cost/benefit analysis led GAO to suggest withholding funds for this project. In all of these cases, weaknesses in available economic analysis were significant factors in the recommendations of GAO. Improvements were needed so that inadequate economic analysis would not hinder remote sensing research and development.

110863

[The Costs of Replacing Fire Hydrants and Lighting Fixtures at the National Mall, Washington, D.C., Following the American Farmers' Demonstration]. CED-80-21; B-125035. November 5, 1979. *Released* November 15, 1979. 3 pp. plus 4 enclosures (12 pp.).
Report to Sen. Jesse A. Helms; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Land Use Planning and Control: Meeting Shortages of Outdoor Recreation (2309).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Conservation and Land Management (302).
Organization Concerned: District of Columbia: Department of Environmental Services; District of Columbia: Water Resources Management: Water Services Division; District of Columbia: Engineering and Construction Administration: Construction Management Division; National Park Service; Department of the Interior.
Congressional Relevance: *Sen.* Jesse A. Helms.
Abstract: GAO evaluated some of the bills submitted to the National Park Service for repair work done at the National Mall in Washington, D.C., following the American farmers demonstration.

Costs were investigated for the replacement of three fire hydrants, one damaged light pole, and 20 light globes. These costs were adequately documented and seemed reasonable. Replacement cost ($9,900) of the fire hydrants exceeded the original cost estimate ($3,000) because the original estimate was given without an onsite inspection and did not envision the extent to which damage had occurred. The Park Service replaced the light pole for $2,400 and the globes for about $2,107. These items were designed from specific patterns developed for the National Mall restoration in 1975. Therefore, the seemingly high costs were reasonable.

110895

A Mission Budget Structure for the Department of Agriculture--A Feasibility Study. PAD-80-8; B-114824. November 16, 1979. 2 pp. plus 1 appendix (25 pp.) plus 6 enclosures (39 pp.).

Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use (3400).

Contact: Program Analysis Division.

Budget Function: Agriculture (350).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Senate* Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Thomas F. Eagleton.

Abstract: A participatory approach was used to develop a mission budget structure for the Department of Agriculture (USDA). All programs and activities administered by USDA agencies except the Forest Service were reviewed. In addition, agriculture, food, and nutrition programs and activities of other agencies were reviewed to identify other programs/activities directly related to USDA missions. A mission budget model was developed that displayed more than 200 programs/activities by mission need, mission area, and mission, including the level of dollar resources by each category. To avoid duplication and maintain simplicity, each program/activity was classified by the one mission best defining the program/activity end purpose. While USDA officials supported this GAO effort, they expressed concern about the need to develop acceptable definitions for their missions and the additional reporting requirements resulting from this approach to the budget. Because this study was only to determine the feasibility and utility of mission budgeting, the implementation of a final mission budget structure will require further discussions on the process and approach to be used for clarifying agency missions, delineating missions content and program groupings, and reaching agreement on final format and reporting requirements.

110904

Formulated Grain-Fruit Products: Proposed Restrictions on Use in School Breakfast Program Should Be Reevaluated. CED-79-12; B-176994. December 26, 1978. 7 pp. plus 2 appendices (36 pp.).

Report to Sen. James Oliver Eastland; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Domestic Feeding Programs for School Children and the Poor (1710).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Public Assistance and Other Income Supplements (604).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Sen.* James Oliver Eastland; *Sen.* John C. Stennis; *Sen.* Herman E. Talmadge; *Sen.* James B. Allen.

Authority: Child Nutrition Amendments of 1978 (P.L. 95-627). S. Rept. 95-884. H. Rept. 95-1579.

Abstract: The Department of Agriculture proposed to prohibit using the two-component meal of formulated grain-fruit products (fortified pastries) and milk in the school breakfast program. Although grain-fruit products are not used widely or frequently, some schools find them to be popular, convenient, and less costly. The controversy over the proposal to withdraw authorization of the two-component breakfast centered on whether a breakfast of milk and a formulated grain-fruit product may be served to children in place of a three-component conventional breakfast of bread or cereal, fruit or juice or vegetables, and milk. In 1974, the Department of Agriculture authorized schools to use the two-component breakfast in which the formulated product replaces both the bread/cereal and fruit/juice/vegetable components. It was decided this would: (1) encourage more schools to enter the program, (2) provide a convenient, less costly breakfast, (3) add variety to school breakfasts, and (4) help eliminate plate-waste. Agriculture wants to ban the two-component breakfast because many nutritionists believe it has too much sugar and fat, may lack trace elements and other unknown nutrients, and may teach poor eating habits. ***Findings/Conclusions:*** Little information exists about most of the issues raised in connection with the Department's proposal. The sugar and fat levels in the two-component breakfast are as low as or lower than those in several other breakfasts whose approval would be continued. In contrast to the uncertainty surrounding the complaints about certain nutritional aspects of grain-fruit products, it is firmly established that under today's standards these products contain ample quantities of many nutrients long recognized as being important for good health. Furthermore, no studies exist which show that serving the two-component breakfast might teach children that pastries are acceptable breakfast foods and that this idea might carry over into adulthood. It also seems that a well-planned nutrition education program could specifically teach children that fortified products, such as grain-fruit products, are different from unfortified ones and that they have certain benefits and limitations when compared with other types of breakfast. The adequacy of cooking and serving facilities is not a significant issue. Both two-component and three-component meals require only refrigeration and a place for the children to eat. Conclusive proof is difficult to obtain and many questions are unanswered in the nutrition field. ***Recommendation To Agencies:*** Because of the uncertainties involved in the issues surrounding grain-fruit products and because some schools find the two-component breakfast to be popular, convenient, and a less costly alternative to conventional breakfast patterns, the Department of Agriculture should carefully evaluate and consider the following alternatives to banning the two-component breakfast: require that grain-fruit products be made with whole grains; revise the products' specifications to require less sugar and fat; and limit the frequency with which the two-component breakfast may be served. In addition, the Department should take the lead in getting any needed research performed on possible child nutrition problems related to fat, sugar, fiber, and trace elements. Research findings should be used as a basis for revising child nutrition program requirements, but instead of singling out one specific product, standards and requirements should be developed and applied broadly to the foods used in school feeding programs.

110950

Estimated Personnel Needs of the Agricultural Stabilization and Conservation Service--Are They Reliable? FPCD-80-5; B-183124. November 26, 1979. ***Released*** November 29, 1979. 32 pp. plus 5 appendices (41 pp.).

Report to Sen. Thomas F. Eagleton, Chairman, Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation (300).

Contact: Federal Personnel and Compensation Division.
Budget Function: Agriculture (350).
Organization Concerned: Department of Agriculture; Agricultural Stabilization and Conservation Service.
Congressional Relevance: *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee; *Sen.* Thomas F. Eagleton.
Authority: Civil Service Reform Act of 1978. Food and Agriculture Act of 1977 (P.L. 95-113).
Abstract: The Agricultural Stabilization and Conservation Service (ASCS) administers farm commodity and land-use programs through a network of service offices in States and counties. Each State has an administrative office to provide oversight and support to county offices, but most services to the farmer take place at over 2,700 federally funded county offices. The ASCS budget request for personnel increased significantly after fiscal year 1977 due to the Food and Agriculture Act of 1977 and other Department of Agriculture policy decisions. A request was made for GAO to review the validity of ASCS work measurement and workload forecasting systems for determining staffing requirements. ***Findings/Conclusions:*** Weaknesses found in ASCS systems include: ASCS work measurement standards are based on past data and, therefore, include whatever inefficiencies may result from the way work is actually done. Too often ASCS changes its definitions for units of output, which makes determining the accuracy of its workload projections impossible. Statistical sampling procedures need to be changed to conform to accepted practices and assure that the sample of work measurement counties accurately represents the work done by all county offices. Recording of workload information is poorly controlled. Finally, documentation is lacking to support assumptions about increased work resulting from the Food and Agriculture Act of 1977 and the Secretary of Agriculture's policy changes. Top management support is the key to implementing needed improvements. While field managers should have flexibility to manage day-to-day operations, headquarters top management has a vital role to assure that ASCS is operating effectively. ASCS headquarters needs improvement in several areas, such as proper analysis, adequate direction to county offices, evaluation of alternative possibilities, balancing the number of staff in State offices, and combining some county offices that have small workloads. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrator, ASCS to: perform methods studies or other similar studies to find the most efficient way of doing the tasks being measured; perform a small initial statistical sample and, on the basis of its results, assess the costs and benefits of obtaining a more representative agencywide sample of county offices; improve controls for collecting data from all counties about the number of units completed, with the controls requiring that output be recorded as completed and that recordkeeping be done in the same way at each county office; decide on the best definition for a completed unit of work as output for a given task, with the definition not changing unless organization or procedural changes make it obsolete; document the process of, and basis for, assumptions used to estimate workload and keep data on program changes following major policy or legislative decisions; and establish a review process for comparing workload projections to actual work done. The Secretary should also direct the ASCS Administrator to: strengthen the decisionmaking process for buying new equipment by determining organizational needs, doing cost-benefit analysis, properly evaluating competing equipment, considering the advantages of buying equipment in bulk, and by providing direction to State and county offices on the best buy for the money; perform a needs analysis for low-density and combined county office funding; review staffing imbalances in State offices and the need to have an office in each State; and review the current county office field structure to find out what county offices could be combined without affecting the quality of service to farmers.

110981
Federal Export Grain Inspection and Weighing Programs: Improvements Can Make Them More Effective and Less Costly. CED-80-15; B-114824. November 30, 1979. 82 pp. plus 7 appendices (23 pp.). *Report* to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Food Quality Assurance Programs (1709).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Agricultural Research and Services (352); Agriculture: Import-Export Issues (353).
Organization Concerned: Federal Grain Inspection Service; Foreign Agricultural Service; Department of Agriculture.
Congressional Relevance: Congress.
Authority: Agricultural Marketing Act. Grain Standards Act (7 U.S.C. 71-87(h)).
Abstract: An evaluation was made of the official inspection and weighing systems for U.S. grain being exported to foreign buyers as they are implemented at U.S. export locations. The systems are required by the Grain Standards Act and are administered by the Federal Grain Inspection Service (FGIS). ***Findings/Conclusions:*** Foreign buyers perceived some improvements in the quality and weights of U.S. grain shipments since the Act was passed. However, further improvements in the inspection and weighing programs are needed. The factors causing quality problems included: (1) a lack of standardization in the proportions of grain tested and the allowable amount of infestation; (2) a lack of procedures to assure that all grain in a shipment was within grade requirements; (3) actual amounts of dockage in excess of the certified amount due to rounding procedures; and (4) grain standards that are too lenient. While the Act requires that all grain transferred into and out of an export elevator be officially weighed, grain companies oppose paying for the high cost of inbound weight supervision, particularly when the elevator already owns the arriving grain. However, GAO felt that weight supervision for the smaller truck and rail shipments could be reduced, with reasonable control over the accuracy of the weights being maintained. Many instances were noted where personnel were not performing their duties properly, and many deficiencies in the program can be attributed to the lack of proper training. The Department of Agriculture's formal complaint system is inadequate and a program which would provide systematic feedback of destination quality and weight data is needed for improved monitoring of shipments. ***Recommendation To Congress:*** Congress should amend the Grain Standards Act to provide the FGIS Administrator with the authority to reduce the amount of weight monitoring required on truck and rail shipments arriving at export elevators. This could be accomplished by amending section 5(a)(2) of the Grain Standards Act (7 U.S.C. 77(a)(2)) to read as follows: "except as the Administrator may provide in emergency or other circumstances which would not impair the objectives of this Act, all other grain transferred out of and all grain transferred other than from a truck or railcar into an export elevator at an export port location shall be officially weighed in accordance with such standards or procedures; where grain is delivered to an export elevator at an export location by truck or railcar, the Administrator shall provide for supervision of weighing as defined in section 3(y) of this Act; and ..." ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrators, FGIS and the Foreign Agricultural Service (FAS), to: establish procedures to standardize the proportion of grain tested for infestation and require that all infested grain be certified as such or fumigated; revise shiploading instructions to prohibit the loading of offgrade grain in a shipment for multiple buyers; prohibit combining samples unless the grain represented is mixed properly during loading; develop dockage certification instructions to assure uniform shipment quality and revise the grain standards to require that dockage grading be certified to the nearest one-tenth of a percent; modify the grain inspection monitoring system to define and maintain an adequate level of

inspector monitoring and develop a monitoring system to better serve field officials; require that Canadian inspection certificates be annotated, similar to those issued in the United States; develop and implement procedures and instructions for those weight monitoring activities not covered adequately by current FGIS instructions, and for supervising weight monitoring performed by FGIS personnel and delegated State agencies at export locations; require that personnel be adequately trained before they are assigned weight monitoring duties and strengthen the program for developing supervisors; revise inspection procedures to require that protein content be computed and reported on a standard moisture basis; use existing export monitoring programs to monitor the efforts of the U.S. grain trade to improve the quality of exports of grain and grain products not covered by the Act, and if problems affecting U.S. foreign markets are found, FGIS should develop a voluntary inspection program for grain products and inform buyers that such a service is available and/or develop a legislative proposal to make rice exports subject to inspection and weighing requirements of the Act; give priority attention to further developing the system for collecting and analyzing quality and weight data obtained from foreign buyers with FGIS working with foreign buyers to improve their sampling techniques and grain analysis capabilities; develop a program for contacting major end-users on their views as to the quality of U.S. grain; and continue to revise the U.S. grain standards to better meet end-user requirements. The Secretary should direct FGIS to research the need for restricting certain blending practices.

110982

Phosphates: A Case Study of a Valuable, Depleting Mineral in America. EMD-80-21; B-114812. November 30, 1979. 52 pp. plus 7 appendices (19 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Materials: Information System Deficiencies (1808); Materials: Access to Materials (1809); Materials: Extending Availability of Non-Renewable Resources (1811).

Contact: Energy and Minerals Division.

Budget Function: Natural Resources and Environment: Conservation and Land Management (302); Natural Resources and Environment: Other Natural Resources (306); Agriculture: Agricultural Research and Services (352); Agriculture: Import-Export Issues (353).

Organization Concerned: Department of the Interior; Department of Agriculture; Environmental Protection Agency; Department of State; Bureau of Mines; Tennessee Valley Authority; Executive Office of the President; Office of Science and Technology Policy.

Congressional Relevance: Congress.

Authority: Endangered Species Act of 1973. Legislative Reorganization Act of 1970. H.R. 2743 (96th Cong.).

Abstract: Phosphate is a primary plant nutrient which is absolutely vital to sustaining the Nation's agricultural output, and phosphate rock is the only practical source of phosphorous on a commercial scale. In order to assess the outlook for phosphate, GAO reviewed phosphate-mining techniques, the effects of environmental regulation on the industry, and methods being used to estimate the quantity of domestic phosphate reserves and resources. ***Findings/Conclusions:*** As presently mined, high-grade phosphate deposits are being depleted. Over one-half of all phosphate production in the United States occurred in the last 12 years, and it is far from certain that the Nation's reserves will be adequate beyond the year 2000. In order to plan for the availability of phosphates in the future, a reliable information system is needed. The Bureau of Mines relies too heavily on unverified, proprietary data without judging its reliability. World-reserve estimates have fluctuated wildly from year to year and are even less reliable than domestic estimates. Environmental and land-use concerns are another factor which must be considered in planning phosphate availability. While past availability depended only on whether or not it was profitable to produce the mineral, it is being increasingly subordinated to environmental impact and competing desires for nonmining uses of public lands. Government policies which seek to minimize environmental damage diminish potential phosphate reserves significantly. A third factor essential to planning is an assessment of the world market outlook; the present trends of global production and imports indicate that availability is bound to have economic and probably strategic implications for the United States and its allies. Finally, while the Nation has traditionally relied on market forces to deal with shortages and has generally expected private industry to meet new demands, there is now a need for the Government to plan for the long-term requirements of the country. ***Recommendation To Congress:*** Congress should require immediate work to start on the recommended review and be particularly alert to the Department of the Interior's response to this report, as required by the Legislative Reorganization Act of 1970. In the same fashion, Congress should also carefully monitor the actions of the Office of Science and Technology Policy (OSTP) in assisting formulation of a comprehensive research and development program for phosphates. If the OSTP persists in its negative attitude and abdication of responsibility, Congress should consider an alternative placement of responsibility for coordination of materials research and development issues of national concern. ***Recommendation To Agencies:*** The Secretary of the Interior should make a thorough review of the Nation's long-range phosphate position and report to Congress on the future availability of phosphates. This phosphate assessment should be completed no later than December 31, 1981, and include the following: (1) a comprehensive assessment of the phosphate reserves of the Nation and the world, with the Secretary judging the the need, if any, for Government verification of proprietary (source) records to the extent that the assessment is based on unverified data; (2) a determination of the extent that environmental concerns and land-use decisions are likely to restrict phosphate development; (3) a review and evaluation of alternatives to dependency on imports and assessment of their costs; and (4) a Department of Agriculture estimate of future needs for phosphates in agriculture and possible food production alternatives to depending on foreign fertilizer sources. OSTP in the Executive Office of the President should coordinate and make sure that an integrated research and development program for phosphates is begun and that OSTP contribute as appropriate to the comprehensive review and report.

111011

[Payment of Basic Allowance for Subsistence to All Enlisted Members at Three Military Installations Should Be Discontinued]. FPCD-80-18; B-146895. December 5, 1979. 4 pp.

Report to Harold Brown, Secretary, Department of Defense; by Hyman L. Krieger, Director, GAO Federal Personnel and Compensation Division.

Issue Area: Personnel Management and Compensation: Effect of Pay Principles and Processes on Civilian and Military Personnel (0306); Accounting and Financial Reporting (2800).

Contact: Federal Personnel and Compensation Division.

Budget Function: National Defense: Military Pay (060).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Navy; Department of the Air Force: Loring AFB, Limestone, ME.

Abstract: The administration of basic allowance for subsistence (BAS) by the Department of Defense (DOD) was reviewed. Recently, actions were taken by DOD and the military services to improve food services and the administration of BAS. These actions, stemming from recent studies and tests, gave rise to concern over the continuing BAS expenses incurred at three military installations after the tests were completed. Normally, enlisted military members receive BAS only when they do not eat in

Government dining facilities for certain authorized reasons. At the three test installations, all enlisted personnel were paid BAS and required to purchase their meals. Dining facilities were converted to a-la-carte style with individual item pricing. ***Findings/Conclusions:*** Test results showed that various cost and management benefits resulted from the a-la-carte and all-BAS concepts: the need for meal cards and related control and security were eliminated; food economy was encouraged; feeding costs were significantly reduced; and enlisted personnel showed a preference for both the a-la-carte concept and the combination all-BAS/a-la-carte concept. Additional costs were incurred because the enlisted personnel did not always eat in the dining hall. It was the Air Force position that the payment of all cash BAS to enlisted personnel was the ultimate goal for a majority of the airmen. Its request was approved for indefinite continuance of the a-la-carte concept and BAS payments to all enlisted men at Loring Air Force Base, Maine. Defense officials concluded that the increased costs prohibited the adoption of the all-BAS concept on a DOD-wide basis, but that the a-la-carte concept provided many benefits without a large increase in expenditures. It was recommended that all services adopt the a-la-carte system, where feasible. GAO believed the a-la-carte concept appeared to be a reasonable alternative to the existing system and could improve food service operations, reduce food costs, and improve morale. However, the practice of paying cash BAS to all enlisted personnel at the three former test sites should be discontinued because the benefits derived cannot be quantified in relation to the substantial increase in annual cost, and it is not fair and equitable to other members. ***Recommendation To Agencies:*** The Air Force should reassess its goal if the increased costs prohibit adoption of the all-BAS concept on a DOD-wide basis. The Secretary of Defense should direct the Departments of the Air Force and Navy to provide him with their proposals for discontinuing BAS payments to enlisted personnel, who would otherwise receive subsistence-in-kind, at the three installations involved.

111066

[Claim for Reimbursement for Meal Expenses]. B-196030. December 11, 1979. 2 pp.

Decision by Milton J. Socolar (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel: Personnel Law Matters II.
Organization Concerned: Department of Health, Education, and Welfare; Department of Health, Education, and Welfare: Office of Financial Management; Department of Labor.
Authority: 55 Comp. Gen. 1107. 55 Comp. Gen. 1110. 56 Comp. Gen. 604. F.T.R. para. 2-5. B-187419 (1977). B-188289 (1977).
Abstract: An agency official asked for a decision regarding the approval of payment for a reclaim voucher for an employee and his family for meal expenses incurred while occupying temporary quarters incident to a change of permanent station. The agency disallowed $96.10 of the first 10-day period as excessive. This determination was based on the average meal expenses in the "Runzheimer Meal-Lodging Cost Index". Regulations authorize reimbursement only for the actual subsistence expenses incurred, provided they are incident to the occupancy of temporary quarters and are reasonable as to amount. The employing agency has the responsibility of determining the reasonableness of the expenses of each individual case, and GAO will not substitute its judgment for that of the agency in the absence of evidence that the agency's action was erroneous, arbitrary, or capricious. GAO determined that the agency's use of the Runzheimer Index for meal expenses was a valid statistical reference and an appropriate method for measuring the level of reimbursement for the employee's meal expenses. Thus, the agency action was supported. Accordingly, the voucher was not certified for payment.

111078

[ASCS Needs To Revise Instructions To Help Ensure the Accuracy of Producer-Supplied Information for Emergency Feed Assistance]. December 11, 1979. 3 pp.

Report to Ray V. Fitzgerald, Administrator, Agricultural Stabilization and Conservation Service; by Oliver W. Krueger, Senior Group Director, GAO Community and Economic Development Division.

Issue Area: Food: Federal Government Food Production System (1711).
Contact: Community and Economic Development Division.
Budget Function: Agriculture: Farm Income Stabilization (351).
Organization Concerned: Agricultural Stabilization and Conservation Service; Department of Agriculture.
Abstract: A survey was made of the procedures and controls to prevent erroneous payments under the emergency feed program which is administered by the Agricultural Stabilization and Conservation Service (ASCS). The program assists producers in maintaining livestock herd sizes after a natural disaster has caused them to lose 40 percent or more of their normal feed production. *Findings/Conclusions:* ASCS usually uses producer-supplied information to compute the amount of assistance a producer receives. Currently, ASCS county offices determine the accuracy of the information by a committee review of applications for assistance and spot checks of selected producers. While ASCS instructions require that spot checks be made on all county committee member applications, all ASCS county employee applications, and 10 percent of all applications, they do not require that the spot checks be increased when initial checks show a high percentage of inaccuracies. Three of the four counties surveyed claimed they did not increase spot checks because they were not warranted by the number of inaccuracies, the inaccuracies found did not require adjustments in the amount of assistance, or available personnel were needed elsewhere. However, GAO found that the average reduction in assistance resulting from inaccuracies was about $760, and it varied by county from 0 to $1,369. ASCS needs to revise its spot check instructions to provide county offices with the necessary guidance on the matter.

111101

[Authority To Purchase Surety Bonds]. B-114860. December 19, 1979. 3 pp.

Decision re: Farmers Home Administration; by Milton J. Socolar (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel: General Government Matters.
Organization Concerned: Farmers Home Administration.
Authority: Anti-Deficiency Act (31 U.S.C. 665). 7 C.F.R. 1866.2 (b). 7 C.F.R. 1866.3 (c)(1). 54 Comp. Gen. 824. 54 Comp. Gen. 825. 7 U.S.C. 1989. 7 U.S.C. 1929(f)(6). 42 U.S.C. 1487(j)(3).
Abstract: The Administrator of the Farmers Home Administration (FmHA) sought a decision as to whether FmHA could purchase surety bonds in order to release deeds of trust for Colorado borrowers whose promissory notes were lost while in FmHA custody. Under Colorado law, the public official designated as the public trustee is the only person authorized to release a deed of trust when the obligation underlying it has been satisfied. The original promissory note must be presented in order for a deed of trust to be released. If the note is lost, a corporate surety bond must be issued against delivery of the note in a sum equal to the original principal amount in the deed of trust. As an alternative, the Federal agency which originated the loan must agree to indemnify the public trustee for damages resulting from release of the trust deed. The normal FmHA procedures were not consistent with these

alternatives. There were three former FmHA borrowers in Colorado who had paid their loans in full but had not had their deeds of trust released because FmHA could not find their original promissory notes. GAO held that FmHA was responsible for release of the deeds of trust. It held that agreements to indemnify which subject the Federal Government to liability in an indeterminate amount were not authorized. However, FmHA could indemnify in an amount not to exceed the original principal amount of the trust deed. FmHa should reserve from available funds sufficient amounts to pay for those indemnities. As for the alternative of purchasing surety bonds, it was held that the funds which issued the loans could purchase the bonds.

111135

[Implementation of the Agricultural Foreign Investment Disclosure Act of 1978]. CED-80-37; B-196874. December 18, 1979. ***Released*** December 20, 1979. 3 pp. plus 1 enclosure (9 pp.).

Report to Sen. Herman E. Talmadge, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Agricultural Data Collection, Statistical, and Analysis Programs (1754).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Conservation and Land Management (302).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Herman E. Talmadge.
Authority: Agricultural Foreign Investment Disclosure Act of 1978 (P.L. 95-460).
Abstract: The Agricultural Foreign Investment Disclosure Act of 1978 requires foreign investors in U.S. agricultural land to register with the Department of Agriculture (USDA). A request was made for verification of the accuracy of registrations received by USDA by determining how many of the foreign investors identified in a previous report had actually registered. ***Findings/Conclusions:*** All but 47 of the 224 transactions identified in the report had been registered as of October 22, 1979. The 47 unregistered transactions represented only 3 percent of the total acreage identified in the report. However, a number of problems with the implementation of the Act were noted. The more significant problems include: half of the unregistered owners said they were unaware of the Act and its requirements; since a USDA report analyzing the registration information is late, it does not include all of the information; it would be difficult and costly to determine the extent of registration; there is no cost-effective way of ensuring that the information is accurate; certain program procedures and regulations are vague because they had to be hurriedly assembled; the availability to the public of the investors' identities may be a deterrent to registration; continuing publicity is essential to help ensure that investors are kept aware of the Act's requirements; and, while allowing a formal grace period before assessing penalties may encourage registration, it would require a change in the law.

111136

[Implementation of the Agricultural Foreign Investment Disclosure Act of 1978]. CED-80-38; B-196874. December 18, 1979. ***Released*** December 20, 1979. 3 pp. plus 1 enclosure (9 pp.).

Report to Rep. Charles E. Grassley; by Elmer B. Staats, Comptroller General.

Issue Area: Food: Agricultural Data Collection, Statistical, and Analysis Programs (1754).
Contact: Community and Economic Development Division.
Budget Function: Natural Resources and Environment: Conservation and Land Management (302).
Organization Concerned: Department of Agriculture.
Congressional Relevance: *Rep.* Charles E. Grassley.
Authority: Agricultural Foreign Investment Disclosure Act of 1978 (P.L. 95-460).
Abstract: The Agricultural Foreign Investment Disclosure Act of 1978 requires foreign investors in U.S. agricultural land to register with the Department of Agriculture (USDA). A request was made for verification of the accuracy of registrations received by USDA by determining how many of the foreign investors identified in a previous report had actually registered. ***Findings/Conclusions:*** All but 47 of the 224 transactions identified in the report had been registered as of October 22, 1979. The 47 unregistered transactions represented only 3 percent of the total acreage identified in the report. However, a number of problems with the implementation of the Act were noted. The more significant problems include: half of the unregistered owners said they were unaware of the Act and its requirements; since a USDA report analyzing the registration information is late, it does not include all of the information; it would be difficult and costly to determine the extent of registration; there is no cost-effective way of ensuring that the information is accurate; certain program procedures and regulations are vague because they had to be hurriedly assembled; the availability to the public of the investor's identities may be a deterrent to registration; continuing publicity is essential to help ensure that investors are kept aware of the Act's requirements; and, while allowing a formal grace period before assessing penalties may encourage registration, it would require a change in the law.

111142

[Antidumping Act of 1921]. December 20, 1979. 17 pp.

Testimony before the House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; by J. Kenneth Fasick, Director, GAO International Division.

Contact: International Division.
Organization Concerned: Department of the Treasury; United States International Trade Commission; Department of Commerce; United States Customs Service; Office of the Special Representative for Trade Negotiations.
Congressional Relevance: *House* Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; *House* Committee on Government Operations.
Authority: Antidumping Act, 1921. Tariff Act of 1930. Trade Act of 1974.
Abstract: The discussion focused on the implementation of antidumping legislation as it relates to the steel industry. A previous GAO report dealt with the problems and issues in administering the Antidumping Act of 1921 under amended provisions contained in the Trade Act of 1974. A number of recommendations were made to improve legislative provisions and their timely administration. The Trade Agreements Act of 1979 repeals the Antidumping Act, and the new antidumping provisions will be included in the Tariff Act of 1930. It is believed that if the new provisions are properly implemented, the intended improvements in the effectiveness and administration of the antidumping legislation should be accomplished. In 1978, the steel trigger price mechanism was implemented to monitor imports and to self-initiate antidumping investigations. It essentially eliminated the requirement that the steel industry file a petition alleging that imported merchandise is being dumped in the U.S. market. However, the steel industry faces the same administrative and investigative procedures as any other industry upon formal initiation of an antidumping investigation. The areas of particular concern which the GAO recommendations addressed were: reducing the time for investigating whether goods have been sold at less than fair value; developing information on the impact of antidumping legislation and its effectiveness in protecting U.S. producers from unfairly priced imports; reducing

delays in assessing dumping duties; and improving administrative practices such as injury determinations, the application of arbitrary minimum percentages of expenses and profits to calculations of sales, and the uniform application of bonding requirements.

111150

[Contract Award Protest]. B-194703.2, B-194703.3. December 20, 1979. 6 pp.

Decision re: Marketing Information Service; Associate Control, Research and Analysis, Inc.; by Milton J. Socolar (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel: Procurement Law II.

Organization Concerned: Marketing Information Service; Associate Control, Research and Analysis, Inc.; Food and Nutrition Service; Chilton Co./Chilton Research Services; Mathematica Policy Research, Inc.

Authority: 50 Comp. Gen. 59. 56 Comp. Gen. 835. B-190178 (1978). B-191245 (1978). B-193229 (1979). B-180252 (1974).

Abstract: Two firms protested the award of a Department of Agriculture contract for a study of the impact of eliminating the purchase requirement in the food stamp program. The protesters contended that Agriculture made errors in the solicitation and evaluation processes. They further contended that the request for proposals (RFP) failed to disclose the formal numerical weighting scheme for the evaluation criteria. They contended that the RFP evaluation section did not adequately inform them that a working knowledge of the food stamp program was required. Both asserted that their proposed estimated total costs were significantly less than the amount proposed by the awardee. Finally, one of the firms questioned the evaluation of its technical proposal. Agriculture contended that its technical evaluation committee considered the protesters' proposals technically unacceptable. The record stated that the agency found that the firm questioning its technical evaluation showed a lack of knowledge of the food stamp program. It did not address in detail the issues associated with the required study, and the firm's senior staff lacked welfare economics training and/or experience. GAO has held that specific numerical weights do not need to be disclosed where offerors are made aware of the broad scheme of scoring and the relative importance of evaluation factors. In this case, the RFP informed offerors that the criteria were listed in order of importance, implying that different weights would be given. In fact, all criteria were given equal weight. Although the RFP was incorrect, it was held that there was no evidence that knowledge of the correct criteria weights would have changed or improved the contents of the protesters' proposals. Also, GAO held that since the RFP statement of work was for a study of the food stamp program, prospective offerors logically should have known that knowledge of that or a similar program would be considered. Since the protesters' proposals were deemed technically unacceptable and out of the competitive range, neither was held to be eligible for award irrespective of cost. Upon review of the record, GAO held that Agriculture's determination of the unacceptability of the protesters' proposals was reasonable. Thus, the protests were denied.

111168

Food Price Inflation in the United States and Other Countries. CED-80-24; B-114824. December 18, 1979. ***Released*** December 28, 1979. 19 pp. plus 9 appendices (9 pp.).

Report to Rep. Frederick W. Richmond, Chairman, House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: International Affairs: Non-Line-of-Effort Assignments (651); Food: Improvement of Federal Effectiveness Throughout the Food Decision System (1715).

Contact: Community and Economic Development Division.

Budget Function: Agriculture (350).

Organization Concerned: Department of Agriculture; Department of Commerce; Department of Labor.

Congressional Relevance: *House* Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; *Rep.* Frederick W. Richmond.

Abstract: The report responds to a request for information on: food price inflation in the United States; how food prices compare to those of other consumer goods and services; how U.S. food prices compare with those of other countries; and what other countries have done to combat food price inflation. ***Findings/Conclusions:*** Since 1972, food prices have risen an average of 9 percent a year and have increased faster than the general inflation rate. However, Americans are spending less of their disposable income on food while other goods and services such as housing and transportation have absorbed increasingly more of the consumer's disposable income. Although food prices in the United States are higher than they used to be, they have been the lowest among many developed countries. Many European countries attempt to stabilize their food prices through agricultural policies that generally keep farm prices high. These countries compensate for differences between their higher domestic prices and lower world prices for agricultural goods by subsidizing their farmers or by levying taxes on cheaper imported goods. In the United States, increases in the costs of processing, packaging, transporting, and selling food have contributed heavily to higher food prices. Even though food prices in the United States are lower and rising less rapidly than in many other countries, opportunities to improve productivity and stabilize food costs in both the marketing and farm sectors should be sought.

111170

[Improvements Needed in Department of Agriculture's Certification That Export Shipments of Grain Conform with Phytosanitary Regulations of Foreign Countries]. CED-80-42; B-196870. December 28, 1979. 8 pp.

Report to Bob S. Bergland, Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Federal Efforts in U.S. Agricultural Commercial Export Sales (1714).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Farm Income Stabilization (351).

Organization Concerned: Department of Agriculture; Animal and Plant Health Inspection Service; Federal Grain Inspection Service.

Authority: Department of Agriculture Organic Act of 1944 (7 U.S.C. 147a(e)).

Abstract: The International Plant Protection Convention provides for international cooperation in controlling insects injurious to plant production and preventing the international spread of insects. Under this convention, plant products offered for export are inspected and phytosanitary certificates attesting that the plants are insect free are issued. The Department of Agriculture is responsible for the inspection program. A GAO review of the program indicated that the certificates lacked credibility because products were not adequately inspected and officials lacked up-to-date information on all of the importing countries' requirements. ***Findings/Conclusions:*** Insect infestation has been one of the most prevalent complaints foreign buyers have made about the U.S. grain they receive. The phytosanitary certificates certify that the grain has been thoroughly examined, yet at four port offices visited by GAO, grain was not directly examined. The other two offices visited issued certificates based on their own limited inspections. No specific guidelines on how much grain should be examined, the method by which such grain should be selected, or the infestation criteria to be followed had been established. Summaries of quarantine import regulations of foreign countries were distributed to certifying officials and exporters, but no systematic procedure for assuring that the summaries were correct and up-to-date had been established. Port officials sometimes certified that a shipment was fumigated without witnessing or otherwise verifying that the grain was actually treated. There was no systematic control over the phytosanitary certificate forms. ***Recommendation To Agencies:*** The Secretary of Agriculture should direct the Administrator of the Animal and Plant Health Inspection Service to improve the credibility of phytosanitary certificates on grain exports by: developing improved policies and procedures for inspecting grain, including the full use of inspection work done by the Federal Grain Inspection Service or its delegated State agencies; updating summaries of foreign phytosanitary regulations periodically to assure that they are correct; avoiding inclusion of statements, such as certification of fumigation, if they have not been adequately verified; and establishing proper controls to account for all phytosanitary certificate forms that are used, spoiled, or available for use, or stop giving exporters blank certificate forms to be used for bulk grain exports.

111197

Improvements Being Made in Flood Fighting Capabilities in the Jackson, Mississippi, Area. CED-80-36; B-196783. December 18, 1979. ***Released*** January 4, 1980. 31 pp. plus 2 appendices (3 pp.).
Report to Senate Committee on the Judiciary: Limitation of Contracted and Delegated Authority Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Domestic Housing and Community Development: Adverse Effects on Communities From Natural Catastrophes (2158).
Contact: Community and Economic Development Division.
Budget Function: Community and Regional Development: Disaster Relief and Insurance (453).
Organization Concerned: Federal Emergency Management Agency.
Congressional Relevance: *Senate* Committee on the Judiciary: Limitation of Contracted and Delegated Authority Subcommittee.
Authority: Executive Order 12148. 5 U.S.C. 901 et seq..
Abstract: In order to improve Federal emergency management and assistance, the President issued a reorganization plan in 1978 which called for the establishment of the Federal Emergency Management Agency (FEMA). FEMA consolidates a number of civil preparedness and disaster relief functions. A review was made of the Administration's progress in establishing FEMA and the Federal role in the April 1979 flood in Jackson, Mississippi. ***Findings/Conclusions:*** The second and final phase of establishing FEMA became effective July 15, 1979, but as of December 4, 1979, 8 of 17 top agency positions had not been permanently filled. Although the President stated that the consolidation could achieve annual cost savings of $10 to $15 million and eliminate 300 jobs, GAO found that no savings have yet been identified and the amount anticipated will probably not be realized until 1982 at the earliest. During the Jackson flood, flood fighting efforts were hindered by a lack of coordination among some of the Federal, State, and local agencies involved. Conflicting agency estimates and predictions, inadequate data, and the untimely submission of rainfall reports all contributed to the coordination problems. Had additional river data been collected, and more timely rainfall reports been issued, the concerned agencies would have had better information to analyze, predict, and control the waters of the Pearl River. Although it was known that a certain highway interchange was the lowest elevation in the flood protection system, and therefore an entrance source for the water, no attempts were made to fortify this area. Better flood preparation and coordination by the agencies could have eliminated or minimized the water from this and other sources. During the flood and postflood relief efforts, the agencies which have been consolidated into FEMA performed their traditional role and did not assume any of the new responsibilities of FEMA since it was just being organized. ***Recommendation To Agencies:*** To prevent a recurrence of the coordination and flood fighting problems experienced during the Jackson flood, the FEMA Director should follow the progress of the Federal, State, and local agencies' corrective actions and provide assistance, when necessary, to assure that those actions are completed.

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ABBREVIATIONS
COMMONLY USED IN THIS PUBLICATION

In general, the abbreviations used in this publication follow the recommended practices of the U.S. Government Printing Office (GPO) *Style Manual*, Chapter 9. The following list includes only those abbreviations that do not coincide with those listed in the GPO *Style Manual* or do not appear there at all.

A.S.P.R.	Armed Services Procurement Regulation
C.F.R.	Code of Federal Regulations
C.M.P.I.	Civilian Marine Personnel Inst.
Ct. Cl.	Court of Claims
Cong.	Congress
D.A.R.	Defense Acquisition Regulation (formerly A.S.P.R.)
DODPM	Department of Defense Military Pay and Allowances Entitlements Manual
F.A.R.	Federal Acquisition Regulation (formerly F.P.R.)
F.P.M.	Federal Personnel Manual
F.T.R.	Federal Travel Regulation
H. J.Res.	House Joint Resolution
H.R.	House bill
H. Rept.	House Report
H. Res.	House Resolution
J.T.R.	Joint Travel Regulation
P.L.	Public Law
S.	Senate bill
S. J.Res.	Senate Joint Resolution
S. Rept.	Senate Report
S. Res.	Senate Resolution
U.S.C.	United States Code
U.S.C.A.	United States Code Annotated

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